



Final Draft

A New Era on Parrish Street

August 2, 2004

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Summary

On June 17 2004, Mayor William V. "Bill" Bell, Michael Hill, Kelly Bryant, Carl Webb and Andrea Harris unveiled a "Black Wall Street" Historical Marker on Parrish Street in downtown Durham. The inscription reads... *In the early decades of the 1900s, Durham acquired national reputation for entrepreneurship. Businesses owned by African Americans lined Parrish Street. Among them were N.C. Mutual Life Insurance Co. (moved to Parrish 1906), led by John Merrick, Dr. Aaron Moore & C.C. Spaulding, and Mechanics and Farmers Bank (1907), led by R.B. Fitzgerald and W.G. Pearson.*

Parrish Street attained national significance during its era as Black Wall Street. Now it's time for A New Era on Parrish Street, achieved through heritage development. Heritage development entails a two-step process:

- ❑ First, reaching an understanding and deep appreciation of the influential people and historically important events that happened on Parrish – the heritage of Black Wall Street; its legacy... its "story;"
- ❑ Second, using that story to leverage economic renewal – the development of a more vital, inclusive, vibrant and livable place in the middle of downtown Durham.

Parrish Street offers extraordinary opportunities for successful heritage development. Its story is about economic innovation: the ingenuity that created Black Wall Street. In keeping with the tenets of heritage development, Parrish Street's renewal must communicate and celebrate its past while it also demonstrates effective, contemporary economic innovation. This juxtaposition presents the opportunity to

create four inter-related enhancements along Parrish:

- ❑ The Museum Without Walls
- ❑ Parrish Street Shops
- ❑ Durham Common Room
- ❑ The Equity Alliance.

But the story of Black Wall Street is not limited to Parrish Street's four blocks in Durham's central downtown. In the words of one Parrish Street authority, "it has tentacles to Hayti, NCCU, Duke..." and beyond. Indeed, Parrish Street's "tentacles" link Black Wall Street's story to other parts of Durham, and to statewide, national and international precedents in economic self-reliance and empowerment, financial determination and pride, employment options, Civil Rights and the first glimmers of racial parity in America. In many ways, Black Wall Street is the quintessential American success story. Weaving this commemoration into Parrish Street's renewal is a very important opportunity.

Underlying part of Black Wall Street's story is Durham's best-known legacy – tobacco. A member of the Advocacy Group said,

"...without tobacco, nobody in Durham had any wealth." Historically, tobacco fueled Durham's commerce, growth and identity. It too involves innovation and provided a foundation for some of Black Wall Street's achievements. Beginning to tell Durham's larger tobacco story on Parrish Street – and partnering to tell the whole story of tobacco – is another opportunity.

Heritage development on Parrish Street is this report's primary focus. A secondary focus is identifying enhancements that follow some of the "tentacles" and spread well-beyond Black Wall Street. These enhancements include:

- ❑ Looping heritage sites together with an interpretive trail – a "surround;"
- ❑ Taking advantage of the proposed four Triangle Transit Authority rail stops in central Durham as connections among the sites;
- ❑ Helping implement elements of the 2004 Cultural Master Plan;
- ❑ Achieving National Heritage Area (NHA) status.

Capitalizing on all of these opportunities requires a focused Action Plan.

This report recommends a multi-pronged approach to telling the stories and leveraging them to help revitalize Parrish and its surrounding neighborhoods. The goal: for the United States Congress to designate Parrish Street as a National Heritage Area – the culmination of coordinated place-making efforts by local and national partnerships led by the Parrish Street Advocacy Group. This Advocacy Group already includes individuals and organizations devoted to downtown revitalization, historic preservation, tourism, economic development, heritage resources and other major interests. Lasting partnerships need to be formed. Your participation is invited and encouraged.

Capitalizing on all of these opportunities also requires focused leadership.

Over the course of this work, the Parrish Street Advocacy Group had grown from nine to twenty-nine leaders. This growth of interest and participation is a very good sign. (Appendix A outlines early efforts for Parrish Street, starting in 2002, that attracted over 200 people.) It is absolutely essential that the Parrish Street Advocacy Group remains as the champion of this effort. In both the short- and longer-terms, there must be organizing, recruiting partners, finding staff and funds, monitoring progress, providing liaison to elected leaders in Durham, Raleigh and Washington DC... all the elements in the process of reestablishing Parrish Street as the heart and soul of Durham. These community patriots

deserve applause – and must have encouragement to stay the course. The opportunities in telling the story of Black Wall Street and broadcasting its lessons throughout today's America are far too important to let pass.

This National Heritage Area celebrates the story of individual sacrifice, united struggles and entrepreneurial actions epitomizing racial equality and diversity in America. This Action Plan, *A New Era on Parrish Street*, has implications for the rest of downtown and the larger Durham community. It recommends that four inter-related Tracks be pursued concurrently with the NHA designation process.

Track One: Organizing – confirming the Advocacy Group's leadership role; recruiting new individuals and private sector and non-profit partner organizations; securing initial funds to oversee supervision of the effort.

Track Two: Heritage Development – Interpretation and Economic Renewal is a combined, coordinated effort, linking Parrish Street's ascendancy and its continuation by (1) telling a nationally significant story through a variety of interpretive and exhibit techniques that create a compelling experience – **The Museum Without Walls** and the **Durham Common Room** – and (2) attracting compatible investments in new businesses, physical improvements and other enhancements that residents and visitors expect to find in a place that tells the nationally significant story – **Parrish Street Shops** and the **Equity Alliance**.

Track Three: Funding – securing short- and long-term financing to implement, manage and – over time – refresh the Parrish Street experience.

Track Four: Communicating and Marketing – identifying target audiences for the Parrish Street experience and understanding how to reach them.

Through many conversations and presentations, it's obvious that Parrish Street's champions know all about Track One... after all, "Organizing" is one of Black Wall Street's legacies. For the same reason, leaders are familiar with most elements in Track Four... they know how to communicate and market. Thus, only a few start-up pointers are offered for "Organizing" and "Communicating and Marketing" this heritage development. Major portions of this report focus on Track Two and Track Three... Interpretation and Economic Renewal as well as Funding the enterprise.

Although designation as a National Heritage Area is a process that often takes a minimum of 18 months (and up to three years), that must not delay advocates from devoting time, energy and investment capacity to further the interpretation and renewal of Parrish Street. In this report, each of the Tracks outlined above includes at least one Immediate Goal, Second Stage Goals and Longer-Term Goals.

This report includes a thirteen-month Track timeline to guide start-up of the Parrish Street Advocacy Group's activities.

An Introduction to Parrish Street

Durham... is a place which the world instinctively associates with tobacco. It has, however, other claims to notice, not only as the scene of Johnston's surrender at the end of the Civil War but particularly today as the seat of Trinity College, a notable institution. It is, however, because of another aspect of its life that this article is written; namely, its solution of the race problem. W.E.B. DuBois, 1912

A New Era on Parrish Street is based on – and is a celebration of – The First Era on Parrish Street, dating to Durham's founding and earliest years.

The First Era on Parrish Street

Durham rose to national attention following the Civil War... not by any illustrious history, battle or antebellum traditions; it had none of these. Rather, the excitement surrounding Durham's first years in the 1870s stemmed from a new industry arising from Union and Confederate troops' discovery of bright leaf tobacco's sweet flavor.

Tobacco, and little else, defined Durham for the next century. Parrish Street gave rise to Duke, Parrish, Mangum and other tobacco warehouses and liverys. Durham's love affair with tobacco grew and prospered in the skillful hands of the Duke family and many others. Indeed, as W.E.B. DuBois said in 1912, Durham "...is a place which the world instinctively associates with tobacco." This association continued absolute and unchallenged for over 50 years.

As tobacco became Durham's economic mainstay – and as Durham's African Americans were accumulating some wealth from tobacco – a national debate arose between Booker T. Washington and W.E.B. DuBois. Is "...a solution of the race problem" one of assimilation and equality or is it one of separatism and solidarity? To a great degree, this debate played out on Parrish Street, in downtown Durham.

- ❑ Washington's philosophy of work and money as a means for dealing with the dynamics of race relations emphasized the Negro's need to work with dignity and to prosper financially by following the example of the White business world. Washington believed that this would raise the African American race in the eyes of White society and, hence, led to social assimilation and economic equality of the races.

Durham's Claim on "Black Wall Street"

Centers of African American entrepreneurialism emerged in several cities during the late 19th and early 20th centuries. The basic reasons were simple: Blacks began to accumulate wealth; the handicaps of segregation and racism prevented full participation in a White business world; economic structures proposed by both Booker T. Washington and W.E.B. DuBois provided dramatic rationale for "buy Black," solidarity, mutual aid, a "Black Class System," "The Gospel of Wealth" and a civil rights agenda.

Historians seem to agree that the three most successful and notable of these Black business enclaves were in Durham, Tulsa and Chicago. Unlike most of Chicago's southern-born entrepreneurs (who migrated there from 1915 to 1930), both Durham's Black Wall Street and Tulsa's Little Africa were started by native sons and daughters. Businesses, professional offices and residential areas were well-established by 1915. In 1923, "The Ugly Disaster" (a minor event that turned into a major race riot) literally destroyed Little Africa and its employment base. It was never rebuilt.

That leaves Durham's claim to "Black Wall Street" almost undisputed.

From time-to-time, Richmond has made that claim. But a 1928 article in *St. Luke's Herald*, a Black weekly in Richmond, stated, "Go to Durham... You need the inspiration. Go to Durham and see Negro business with an aggregate capital of millions. Go to Durham and see twenty-two Negro men making modern history. Among your New Year's resolves, resolve to go to Durham."

❑ W.E.B. DuBois, on the other hand, rejected what he thought of as the crudeness of the White business-oriented model that Washington accepted so readily. Instead, he proposed an African American business model based on a dual purpose of business and mutual aid, combining the finest qualities of the African American race in entrepreneurial success with solidarity of purpose *for, in and of* the African American community.

On Parrish Street, the North Carolina Mutual Insurance Company could be said (*arguably*) to follow DuBois' model of mutual aid and self-help societies. Mechanics & Farmers Bank, Mutual Community Savings & Loan, the furniture store, a printing company, a seed store, the tailor shop, haberdashery, drug stores and other African American owned businesses could be said (again, *arguably*) to follow Washington's philosophy.

In fact, the debate between DuBois and Washington was never settled, nor have the merits of one philosophy versus the other been proven historically. (This same debate is a current topic among Hispanic, Asian, gay and lesbian and countless other emerging groups in America.) However, it seems obvious that the societal and economic dynamics of the African American community at that time included examples of both assimilation and self-sufficiency, emulation of the larger (White) societal model as well as mutual and concerted support for Black-owned businesses. Parrish Street's story is not about the

success of DuBois' vision over Washington's (or vice-versa). Rather, it is about economic success and opportunity.

Moreover, both DuBois' and Washington's models thrived amidst the White-owned and mostly segregated businesses in the heart of Durham's downtown. For example, Parrish Street was also home to Central Carolina Bank, Van Straaten's, Silvers, Rose Agency Office Supply and Woolworth, all White-owned enterprises. This example of Durham's ability to foster and sustain both Black and White businesses in the very same downtown blocks speaks to this community's commitment to the success of the whole... regardless of social or cultural custom.

Viewed from afar, Durham was touted to the nation as a model for positive racial interactions. "*Wait until you get to Durham, Dr. Washington...*" The outstanding success of Parrish Street's African American financial institutions, flourishing in the middle of the city's White business district, helped turn Parrish Street into Black Wall Street.

Some argue that it was necessary for African Americans to establish a separate business community because they were not welcome in a White business world. Others see Black Wall Street as a way toward entrepreneurial success through solidarity of purpose.

There are, for instance, among the colored people of the town fifteen grocery stores, eight barber shops, seven meat and fish dealers, two drug

stores, a shoe store, a haberdashery and an undertaking establishment. This differs in degree from a number of towns; but Black Durham has in addition to this developed five manufacturing establishments which turn out mattresses, hosiery, brick, iron articles, and dressed lumber. Beyond this the colored people have a number of financial enterprises among which are a building and loan association, a real estate company, a bank, and three industrial insurance companies.

A careful examination of the origin of this Durham development shows that in a peculiar way it is due to a combination of training, business capacity, and character. The men who built 200 enterprises are unusual, not because the enterprises in themselves are so remarkable, but because their establishment met peculiar difficulties.
W.E.B. DuBois

Parrish Street's story cannot be told without examining the major financial institutions that flourished there... and helped others flourish. Black Wall Street was well-known across the country as a place of opportunity for African American employment and financial support.

African Americans almost everywhere knew about the North Carolina Mutual Life Insurance Company (hereinafter, NC Mutual) and gave it their business. Firmly rooted in a cultural history of mutual aid and self-help societies, NC Mutual's influence reached far beyond the business operations

(and the cafeteria) on Parrish Street. NC Mutual's leaders held enormous clout in the African American community (here and elsewhere) as they set standards for themselves and others, expecting hard work, religious devotion, philanthropy and racial uplift.

At the same time, Durham's Black brick makers, druggists, shoe makers, printers, dentists, barbers, doctors and shop owners opened accounts at Mechanics and Farmers Bank (hereinafter, M&F Bank). M&F Bank was chartered as a state commercial bank in 1907 by a group of nine African American businessmen (although Dr. James Shepherd outlined the case for starting a Black-owned bank years before). The first man to put his money into this effort was R.B. Fitzgerald, who became M&F Bank's first president. Since well-before 1935 (when M&F Bank became the first lending institution in North Carolina to receive a Certificate of Authority from the Federal Housing Authority), M&F Bank has played a dual role in financing affordable housing and fostering African American entrepreneurship in North Carolina and beyond. M&F Bank – one of the largest Black-owned banks in the country – celebrates its 100th Anniversary in 2007.

More than a few sources suggest that these well-known business leaders – R.B. Fitzgerald, John Merrick, Aaron Moore, W.G. Pearson, James Shepherd, C.C. Spaulding and Stanford L. Warren, among others (a few, with crossover leadership and board memberships in NC Mutual and M&F Bank) – wielded influence with the White

business and political power structure... enough influence to negotiate on behalf of Durham's entire African American community to secure better housing, education, community services and political inclusion. These men have had their accomplishments commemorated in libraries and schools. However, there are many, many other leaders – J.A. Dodson, G.S. Stephens and J.R. Hawkins among the men and women that are less well-known – who deserve a lasting public legacy on Black Wall Street.

Quite simply, equivalents to NC Mutual, M&F Bank, Mutual Community and others never existed in such concentration or with such financial clout anywhere else. Plus, Durham's institutions *still exist today*. The policies they wrote, the loans they made and the power of their leaders made Durham a base for African American financial and political influence that reached national and international dimensions. The leaders had played important roles in Durham; they had made Durham a national example – a very good national model – and they helped bring Durham's lessons of racial parity (at least in an economic sense) to the nation.

Moreover, Parrish Street's economic contributions to Durham did not develop in isolation from the rest of Durham's central business district. The interplay of cultures, finance, politics and businesses gave rise to an economically vital (if not socially healthy) downtown. The vitality of Parrish Street's concentration of Black businesses was unsurpassed in the nation. By its very

nature, it became a place for encountering and struggling with issues of racial conflict and social accommodation. Durham and Parrish Street illustrate the power of never settling for less than the "equality" that America promises to all of its citizens.

As concerns for tobacco-related health issues arose during the 1960s, Durham's tobacco companies gained a new, if unwelcome, place on the national stage. Today, even as the city's tobacco factories are undergoing successful conversion to other uses, tobacco remains a vital part of Durham's and Parrish Street's legacy... within the community and throughout the nation and world. Roughly during the same time, public accommodation laws, urban renewal programs, highway systems and the end of official segregation created pressures on the centralization of Black Wall Street in downtown Durham. But the spirit of Parrish Street, its power and entrepreneurialism never waned.

From the end of the Civil War to the struggles of the Civil Rights movement, Durham's Parrish Street was an example for others to follow: Parrish Street was real; lessons could be learned here and exported to other cities. Because it was real and had economic power in its own right, Parrish Street was more than ready to take part in the national Civil Rights agenda, resulting in some of the most painful cross-cultural issues that ever faced America. From the Civil War to the KKK, from Jim Crow to Civil Rights, from segregation to integration, the struggles have all played out on Durham's Parrish Street.

Today, as Durham hosts a relatively new Hispanic culture, the rich local history of Black Wall Street in a White downtown affords the city a number of “lessons learned” that it can draw on to help face new cultural encounters. This adaptive spirit gives testimony and truth to Durham’s unwavering commitment to “get it right” (in the words of an Advocacy Group member) – regardless of the struggle. Durham has consistently refused to give up the fight... “We never quit” (said another). Truly, Durham is a *New City of the South* (to paraphrase the Downtown Durham Master Plan), a model for how diverse cultures can come together and flourish, no matter how difficult it may be or how big the obstacles.



Why Parrish Street? Why Now?

Downtown’s heart is surrounded by a series of thoughtful, successful and (in almost every case) spectacular historic rehabilitation projects and infill developments. The revitalization custom in Durham is reusing tobacco factories as offices, homes and retail space. Important examples include Brightleaf Square and Peabody Place, the American Tobacco campus, West Village I and II at Liggett & Myers, Imperial Tobacco, Measurement, Inc., Venable Tobacco... the list continues to grow. Remaining renewal opportunities are in the heart of downtown, along the four blocks of Parrish and on the more-or-less parallel thoroughfares of Main and Chapel Hill streets from Five Points to Roxboro.

Then... Why Parrish Street? Simply, almost all other major rehabilitation opportunities in the downtown are claimed. The remaining renewal work is the heart of downtown... Parrish Street.

On a more complex (and more appropriate) level, Parrish presents the opportunity to commemorate its *first* era by celebrating its trademarks of innovation, ingenuity, self-determination and entrepreneurialism in *A New Era on Parrish Street*.

The focus for this commemoration is Parrish Street, the heart of Durham’s downtown. Parrish Street represents Durham’s soul as well. It illustrates the sense of place, opportunity and purpose that gave rise to a concentration of African American financial

institutions on an unprecedented scale. Parrish Street’s people, traditions and organizations informed cultural encounters throughout Durham for decades; events played out on Parrish reached far beyond the city’s borders to help shape the very basis of our American character.

Understanding the evolution of Parrish Street serves as a bridge for understanding cultural encounters in the larger frameworks of national economic, social and racial exchanges that occurred across America during the 19th and 20th centuries – and which continue today. This history is unique to Durham (most especially along Parrish Street) and is not duplicated in much larger cities such as Atlanta, Chicago or New York. In 1912, W.E.B. DuBois stated... “*it (Durham) is precisely the opposite spirit in places like Atlanta.*” Part of the Street’s strength for the future lies in the strength of its history. Informed interpretation of the people, places, events and affects of Parrish Street can bring visitors and residents back to Durham’s downtown and keep this city in the forefront as a national model for understanding, patience, self-determination and the entrepreneurial spirit. This is the key to heritage development. Now is the time for *A New Era on Parrish Street*.

Imagining Parrish Street

Communities often craft vision statements designed to guide future development activities. To be effective, vision statements need to reflect a shared set of community beliefs about how people will work together to make change.

Effective vision statements do more than paint a pretty word picture; effective vision statements are backed by a practical plan. Ideally the plan itself becomes a public vision statement describing and affirming:

- ☐ Organizational and community goals and values;
- ☐ Expected outcomes;
- ☐ Precise tasks required, including specific actions by all involved;
- ☐ Intentional strategic planning.

This effort is about creating a plan that becomes both a vision for Parrish Street and the tool to achieve it. What will it take to get to that point? Would it mean overcoming certain barriers? What about...

- ☐ Fear?
- ☐ Stereotypes of people, the roles they play, the roles of public agencies and elected officials?
- ☐ Complacency or fatigue?
- ☐ Short-term thinking and nay-sayers?

Would that vision (and the Action Plan) consider what the experiences on Parrish Street will be – how they would describe the place to friends and family – if it became...

- ☐ Home to a community of diverse ethnic groups, ages, races, religions, sexual orientations, economic status and physical abilities, who share values of cooperation, heritage and sustainability?
- ☐ A location of choice for companies attracted to diverse urban neighborhoods by their rich history, strong community organizations and access to education, arts, culture, recreation and green space?
- ☐ A destination attracting visitors from within the region as well as far away from it – drawn by excellent interpretive experiences and by its lively and diverse character?

What might post cards from Parrish Street, circa 2007 (to celebrate M&F Bank), 2010 (to honor Booker T. Washington) or 2012 (to commemorate W.E.B. DuBois), say? Moreover, how might Parrish Street fit into the rest of Durham community life as its true physical and spiritual core? Could Parrish Street be a bright gleaming bead woven into the regional fabric, with...

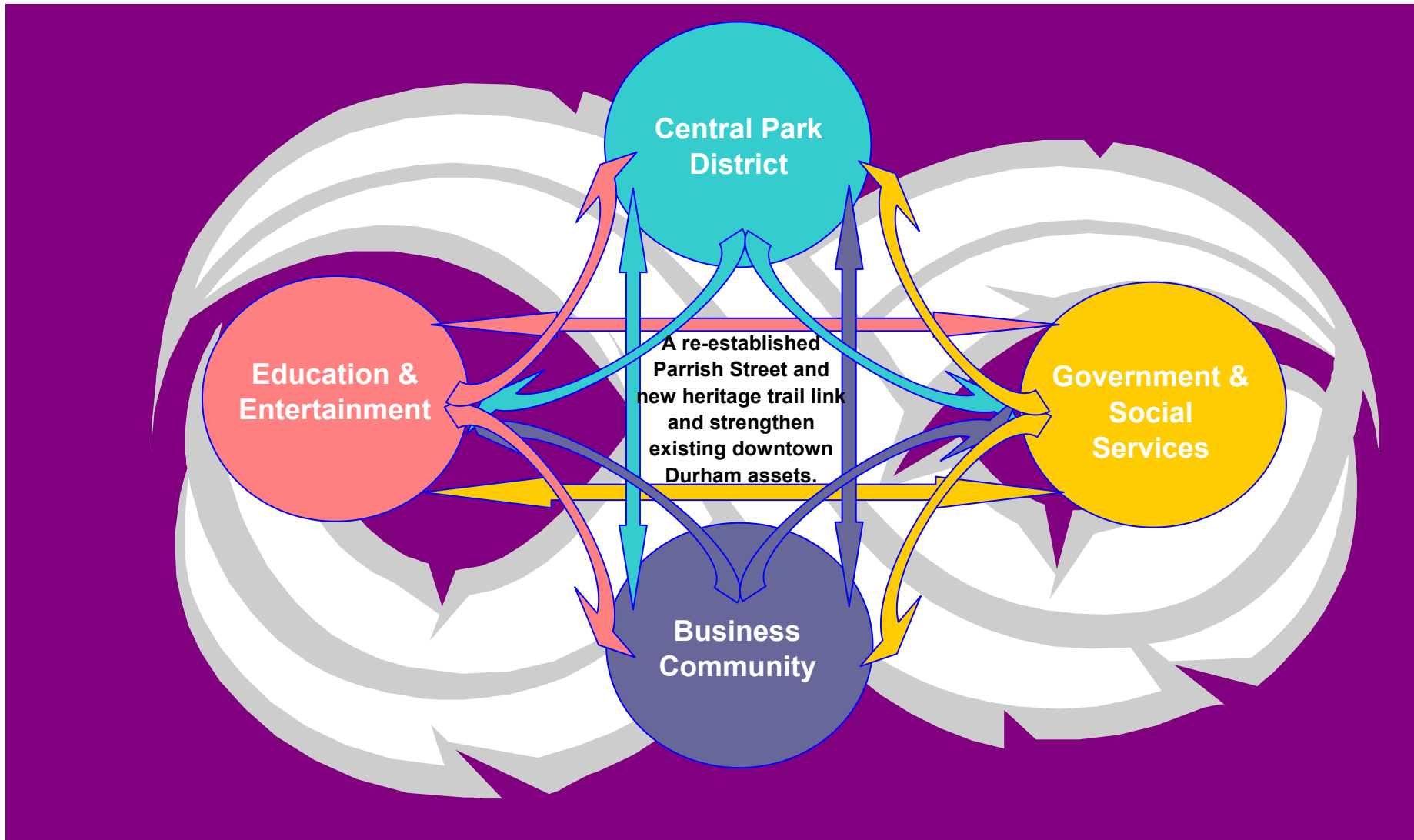
- ☐ Heritage strands fastening it to all of Durham's neighborhoods?
- ☐ Business ties connecting it to city, regional and national boardrooms?

- ☐ Education's strong filaments lacing it to the area's schools and universities?
- ☐ Stitching seams binding it to the creative community?

What if, in the course of renewing Parrish Street, the area's physical, social and heritage traits – its links to the past and to others – were stitched together so that market forces could embroider that fabric? What would make that embroidery pleasing? Would it...

- ☐ Celebrate heritage?
- ☐ Foster diversity?
- ☐ Nurture thriving businesses?
- ☐ Encourage tasteful rehabilitation of historic structures?
- ☐ Become home to diverse people?
- ☐ Foster connections between institutions?

In short, could it resemble the schematic on the next page, where active, integrated streets comprising the Parrish Street neighborhood – Main and Chapel Hill and Morris, Market, Foster, Corcoran, Orange, Mangum and Church – reinforce existing linkages... and build new ones too? Could that be both a vision and a plan? Could it?



Action Plan Elements

You've seen nothing yet. Wait until you get to Durham, Dr. Washington. Wait until you get to Durham. A 1910 note to Booker T. Washington

Commitment, hard work, dedicated leaders and aggressive partnerships will accomplish several most important things for Durham and Parrish Street, perhaps culminating in a National Heritage Area (NHA). Advice to Booker T. Washington, quoted above, is a call to action.

The Goal: The United States Congress designates Parrish Street as a National Heritage Area. This is the culmination of coordinated place-making efforts by local and national partnerships involving the National Park Service, the Parrish Street Advocacy Group, the City of Durham and many, many, many others.

This NHA will celebrate the story of individual sacrifice, united struggles and entrepreneurial actions epitomizing racial equality and diversity in America. Soon, Durham's and Parrish Street's National Heritage Area will be the place where residents and visitors experience, learn and practice America's promise of equality for all.

The historic heart and soul of Durham will be reestablished as the home to a nationally significant story. Once again, Black Wall Street will attract entrepreneurs, unique retailers, adventurous restaurateurs, the best artists, craftspeople, musicians, professional services, downtown residents, better ideas and more investment... all exemplifying diversity and equality.

The spirit of this rehabilitation will extend from Parrish to Main and Chapel Hill streets and throughout downtown Durham. Prominent institutions such as Duke, NCCU, NCIMED, Self-Help (among others) will collaborate to research and teach tolerance, aiming for excellence in economic diversity throughout America.

As the first and only concentrated experience centered on diversity in America, *A New Era on Parrish Street* will examine, explain and elevate race relations in our national culture.

Exhibits, displays, presentations and festivals in indoor and outdoor museum settings will commemorate historic achievements... a four-block long **Museum Without Walls** that also explores unmet promises.

Renewing the buildings and physical structures of Parrish Street and then enlivening the rehabilitated interior spaces with retail and professional tenants creates **Parrish Street Shops** – a collection of the best crafts, entertainment, foods and services... available to all.

The Shops and The Museum lead pedestrians and visitors into a two-story indoor atrium on the former Woolworth site.

Here, every member of Durham's diverse cultural mosaic finds a celebration place, a civic center... a **Durham Common Room** for gatherings, performances, rallies, discussions, civic events, meetings and displays. The Common Room is the first step in creating a Durham History Center.

Durham's leading educational institutions collaborate on the one and only place in America that teaches diversity, equality and parity as a practice for economic gain. The **Equity Alliance** is a place and an experience... a school and a lab... a think-tank and a "do-tank" on achieving America's unique promise.

These four places on Parrish Street become the starting- and ending-point for downtown and inner-city tours of at least 30 other heritage sites that contribute to Black Wall Street's story – from Hayti, to NCCU to Duke and beyond. This heritage and cultural interpretive trail forms a figure "eight," radiating from Parrish. The four proposed downtown stops on TTA's light rail system connect all points on the heritage interpretive trail.

Together, all of these create a National Heritage Area to commemorate the people, places, events, impacts and effects of Black Wall Street. Together, these initiate *A New Era on Parrish Street*.

Achieving this promise and making *A New Era on Parrish Street* a reality entails four distinct yet completely inter-related Tracks. The sections of this report are organized as follows:

- ❑ Imagining Parrish Street
- ❑ An Action Plan and Timeline for Parrish Street
 - Track One: Organizing
 - Track Two: Heritage Development – Interpretation and Economic Renewal
 - Track Three: Funding
 - Track Four: Marketing and Communications
- ❑ Appendices

Parrish Street and downtown Durham will be where residents and visitors celebrate what America's promise is all about. This is Parrish Street's legacy.



Timeline

To be sure, the future still has its problems, for the significance of the rise of a group of black people to the Durham height and higher, means not a disappearance but, in some respects, an accentuation of the race problem. But let the future lay its own ghosts; today there is a singular group in Durham...

W.E.B. DuBois

Advocacy Group Task Timeline

		September	October	November	December	January	February	March	April	May	June	July	August	Celebrate!	
Track 1: Organizing	Meetings	Initial Advocacy Group Organizational Meeting	Review Committee Reports, Make Decisions & Plan Next Tasks	Review Committee Reports, Make Decisions & Plan Next Tasks	Review Committee Reports, Make Decisions & Plan Next Tasks	Review Committee Reports, Make Decisions & Plan Next Tasks	Review Committee Reports, Make Decisions & Plan Next Tasks	Review Committee Reports, Make Decisions & Plan Next Tasks	Review Committee Reports, Make Decisions & Plan Next Tasks	Review Committee Reports, Make Decisions & Plan Next Tasks	Review Committee Reports, Make Decisions & Plan Next Tasks	Review Committee Reports, Make Decisions & Plan Next Tasks	Review Committee Reports, Make Decisions & Plan Next Tasks	1st Anniversary: Review All Reports, Committees & Detail 2005 & 2006 Actions	
	Staff and Office	Confirm Existing Staffing and Office Commitments			Investigate Opportunities for Executive-on-Loan and other In-kind contributions			Coordinate Volunteers							
	Governance	Define Purpose and Establish Committees	Draft, Revise and Approve Procedures and Protocols						Strategize Governance Tools for Management Entity (By-Laws, Articles of Incorporation, Not-for-Profit Tax Status, etc.)						
Track 2: Heritage Development	Interpretation			Plan and Launch Project One with Partners			Plan and Launch Project Two with Partners			Plan and Launch Project Three for Partners				Cut Ribbons	
	Economic Renewal	Plan and Launch Project One with Partners				Plan and Launch Project Two with Partners				Plan and Launch Project Three with Partners					Cut Ribbons
Track 3: Funding			Compile List of Prospects and Potential Seed Partners	Prepare Grantsmanship Schedule	Develop Materials, Press Kit, Legislative Information Packets and Case Statements	Obtain Commitment from Seed Partner	Assign Other "Asks" and Publicize Fund-Raising Campaign	Make Donor Presentations	Assess Progress and Revise Approach	Repeat Indefinitely	Plan Party and Develop Invitation List	Send "Save the Date" Cards and Invitations	Confirm Details	Fete Donors	
Track 4: Marketing & Communications	Communications	Develop Identity Package	Identify Audiences and Partner Media Resources	Compile Speakers Bureau List		Launch Outreach Efforts		Target 3 Presentations to Potential Partner and 1 Newspaper Article	Target 3 Presentations to Potential Partner and 1 Newspaper Article	Target 3 Presentations to Potential Partner and 1 Newspaper Article	Target 3 Presentations to Potential Partner and 1 Newspaper Article	Target 3 Presentations to Potential Partner and 1 Newspaper Article	Target 3 Presentations to Potential Partner and 1 Newspaper Article	Target 3 Presentations to Potential Partner and 1 Newspaper Article	Target 3 Presentations to Potential Partner and 1 Newspaper Article
	Public Outreach			Update Public			Update Public			Update Public			Update Public		
	Legislative Relations	Hold Seminars on Effective Lobbying and Partnership Building				Lobby in Raleigh & Washington DC		Lobby in Raleigh & Washington DC		Lobby in Raleigh & Washington DC		Lobby in Raleigh & Washington DC		Celebrate in Raleigh & Washington DC	
	Newsletter	Compile Distribution Lists				Establish Layout and Feature Schedule	Prepare Newsletter	Distribute Newsletter	Prepare Newsletter	Distribute Newsletter	Prepare Newsletter	Distribute Newsletter	Prepare Newsletter	Distribute Newsletter	
NHA Designation		Decide Whether to Identify & Hire Consultants to Complete & Submit the Suitability/Feasibility Study or Obtain Congressional Authorization and Funding for NPS Technical Assistance							Start Suitability/Feasibility Study						

Timeline

The Timeline provides guidance for the first thirteen months of activities to support the reestablishment of Parrish Street as a significant downtown center of commerce. Activities are categorized in four Tracks.

1. **Track One: Organizing** tasks establish the Advocacy Group as a working enterprise (including a meeting schedule) and an outline for making decisions. Staff and financial resources must be identified and deployed. Eventually, the Advocacy Group will want to become a separate legal entity. Fulfilling these functions is essential to enable the Group to accept contributions, apply for grants and assign authority to members and staff. Governance tools, including policy guidelines, operations manuals and job descriptions (as well as legal documents such as Bylaws and Articles of Incorporation) should be developed early so they are approved and in place should any disputes arise. Creating committees to take primary responsibility for particular tasks and projects shares the work and contributes to the organization's capacity.
2. **Track Two: Heritage Development:** Tasks include interpretation and economic renewal along Parrish Street. This report includes numerous ideas and suggestions. However, the Advocacy Group must reach consensus about which projects to pursue (and in what order) to reflect members' interests as well as funding prospects and partnering opportunities. As the Timeline implies, it's important to identify a few projects that can be accomplished in relatively short order to create momentum, generate publicity and attract additional supporters. Early decision matters for the Advocacy Group include identifying fast-paced projects for quick success as well as longer-term ventures requiring more effort.
3. **Track Three: Funding and fundraising** work in raising capital and operating funds to support Advocacy Group efforts never ends. Grant cycles, changing donor circumstances, new interest from corporate players, revised eligibility criteria and emerging state and federal programs all make for a steady stream of activity. As shown in the Timeline, it's important that the Advocacy Group develop a rhythm of identifying prospects, making "pitches" and grant applications, critiquing presentations and collateral materials as well as refining the approach while remaining flexible enough to pounce on new opportunities.
4. **Track Four: Marketing and Communications** convey the Advocacy Group's mission and accomplishments to the public and decision-makers. This is also an ongoing effort. Some tasks – developing an identity package – are for specialists. Other tasks, such as newsletters, are best suited as staff assignments. For many tasks, such as meeting with elected officials and newspaper editorial boards, the participation of Advocacy Group leaders will be invaluable, especially if they can enhance their skills through short training sessions offered by public relations and lobbying professionals.

National Heritage Area Designation tasks are detailed in Appendix C, with supporting materials in Appendices B and D.

An Action Plan for Parrish Street

...many honest Southerners fear to encourage the pushing, enterprising Negro. Durham has not feared. It has distinctly encouraged the best type of black man by active aid and passive tolerance.
W.E.B. DuBois

Track One: Organizing ("OK... Now What?")

Track One involves the tasks required to establish the Advocacy Group as a working enterprise, including a basic meeting schedule, a program for identifying and deploying staff and financial resources and an outline for making decisions and making sure that the Group will, over time, become a legal entity. Fulfilling these governance functions comprises essential early tasks to enable the Group to accept contributions, apply for grants and assign authority to Group members and staff. Governance tools – including policy guidelines, an operations manual and job descriptions (as well as the intent to develop legal documents such as Articles of Incorporation and Bylaws) – should be decided early so that they are approved and in-place when requested by potential funders and partners. Finally, creating committees (to take primary responsibility for particular tasks and projects, to share the work and to contribute to the Group's capacity) is essential.

The Parrish Street Advocacy Group already agrees on several important and very basic issues. These include:

- ❑ Use the story of Parrish Street to "bring us together;"
- ❑ "Don't lose the big story" – Black Wall Street – and also "help all of downtown;"
- ❑ Include Black Wall Street's "tentacles to other major parts of the story... Hayti, NCCU, Duke..." and beyond;
- ❑ Connect the "tentacles with an east-west trail" of some sort;
- ❑ Build on the "enthusiasm," "determination," and "innovation" that the legacy of Parrish Street teaches;
- ❑ "Create real partnerships" among the groups already at the table... and more;
- ❑ "Implement on-the-ground" early action projects;
- ❑ "Go for it" – National Heritage Area designation.

In Track Two (the next section), there are some very specific suggestions toward interpretation and renewal. Following that (Track Three), we find that staff and financial resources can become available. Finally, (Track Four) there's a beginner's guide to marketing and communications in a heritage initiative.

But the question remains... "OK... now what?" The answer is leadership.

The initial leadership entity is the Parrish Street Advocacy Group (the committee of nine that grew to twenty-nine) community patriots who will take charge during the next year to eighteen months, from mid-2004 through the end of 2006. The Advocacy Group's work builds on suggestions, interests and talents of the Parrish Street Commemorative Committee, an ad hoc group convened by OEED in 2002. PSCC members should continue to serve on the Advocacy Group; many, many others should become committee and sub-committee members.

Long-range leadership will be the responsibility of the "Management Entity" – the formal group specifically mandated in all federal NHA legislation to oversee, implement and sustain a National Heritage Area. In all likelihood, the Management Entity will be a revised and officially empowered version of the Advocacy Group. In all likelihood, it will also be a separate 501c3 organization.

For now, the Advocacy Group's collective job description includes the following:

- ❑ **Visionary:** Providing strong leadership for a new group with new ideas;
- ❑ **Model:** Practicing the lessons of Parrish Street – diversity, equality; “doing the right thing;”
- ❑ **Convener:** Inviting and enlisting the right people and organizations;
- ❑ **Communicator:** Getting the message out; energizing the community; telling everyone that a national story happened here; this will be a *must-see* place and a *must-do* experience;
- ❑ **Storyteller:** Relating the story truthfully and responsibly;
- ❑ **Builder:** Beginning a comprehensive revitalization program on Parrish as the proper place to tell a nationally significant story; using contacts to bring innovative businesses back to Parrish;
- ❑ **Fundraiser:** Giving; convincing others to give; devising incentives; investing smartly;
- ❑ **Monitor:** Making sure that goals are met; creating new opportunities; as appropriate, adapting and changing.

If We Were in Your Shoes...

There are some reasonably simple next steps for the Advocacy Group. Each step builds on and instructs the others, demonstrating that heritage development is an iterative process – there's much back-and-forth. At this point, the Advocacy

Group's process is much more important than any product.

Some of this may seem mundane and a rehearsal of the obvious. But reasonable time and energy invested in the next steps – in the short-term – will pay off both sooner and later.

Step One: Understand Parrish Street's – Black Wall Street's – *real* story and *real* opportunity. Durham gave rise to African American enterprise... minority enterprise. It provided (and still provides) a national model for economic parity as the primary door to social equality, toward fulfillment of America's promises.

Telling Durham's nationally significant story carries major responsibilities, challenges and opportunities: some of America's promises are unmet; dreams are unfulfilled. Parrish Street presents the opportunity to demonstrate that one street, then one downtown, then one city can provide the cultural, social and economic environments where the American heart and mind learn and practice the American dream every day.

Step One is hard work. But it sets the stage for all subsequent steps (and prevents Chicago, Richmond or Tulsa from grabbing the same opportunity). Durham has the original and rightful claim to Black Wall Street; it has an opportunity to stake that claim by adopting the story and reestablishing it along Parrish Street.

Does the Advocacy Group understand Parrish Street's *real* story and *real*

opportunity? The answer is both “yes” and “no.” Step One must define a clear, common vision for the Parrish Street Advocacy Group, establish local ownership and speak to local responsibilities.

Step Two: Agree on the organizational philosophy to support Parrish Street's story. Most (not all... but most) heritage initiatives fall into two philosophical categories.

1. They become umbrella organizations – recognized regional leaders in organizing, creating and managing projects to benefit the entire region and every constituent that agrees to be under the umbrella. Constituents may include regional economic development, conservation, cultural, tourism, recreation, historic preservation, Main Street, education and arts coalitions. Under the umbrella, some groups give up a bit of autonomy. But there are more collaborators working together to help accomplish shared goals.
2. They become convenors, facilitators or producers that serve to link existing activities among existing groups. Convenors are equal members in the formal or informal alliances that already exist between museums, libraries, arts and tourism agencies and within preservation alliances. The convenor role allows a heritage initiative to provide technical assistance and support to existing groups – and each maintains its own identity.

The Advocacy Group must decide which philosophy best suits the story and which best suits Durham's style. This decision informs the next step.

Step Three: Step back; Establish an interim steering committee within the Advocacy Group. The Parrish Street Advocacy Group's interim steering committee will provide leadership until formal officers are elected. Naturally, they will fully understand the story and its opportunities and will support the philosophy.

Specifically who may be able to give a lot of time *now*? Who has the most time, dedication, drive and connections in the *longer-term*? Who could chair a committee? Who is eligible for a proposed slate of officers? Does the Advocacy Group have "balance" – race, age and gender balance? Interim steering committee members must spend lots of time completing Step Three and investigating how the Advocacy Group might eventually evolve into the official Management Entity for designation by Congress.

Step Four: Develop an interest list of agencies, organizations and individuals that understand Parrish Street's story. Write and sign Memoranda of Commitment among these partners. A number of important players are already at the table. Secure these relationships and prepare for new ones. The Advocacy Group should devote one entire meeting (and part of the next

one) to clear, hard thinking, making lists, arguing and agreeing on an interest list. Who *must* be enlisted first, second, and third? Who provides the best broadly-based support? Which agencies and organizations have special links and insights into the story? Can partners fulfill the mandates: "bring us together;" "explore" and "connect tentacles;" build on "innovation;" "create real partnerships"? Raise funds? Explore ties to education? Provide staff? Communicate? Step Four's interest list will suggest Parrish Street's best partners.

Step Five: Look at Parrish Street and its "tentacles" on a map. What should it include and not include? Decide how big it is. (This map will change over time.) Most likely, Parrish Street's story isn't a region – one can't draw a line around it and say that this is *inside*, whereas this is *outside*. Rather, it is an assembly of individual sites, places and areas where proponents tell their chapters of the stories (all within the interpretive framework of Black Wall Street). "Tentacles" reach to places where partners will agree to enhance existing experiences and develop new interpretations. For example, obvious parts of the story touch Hayti, NCCU, Duke, Stagville and Bennett Place. What else is included? These sites could be linked on the map via the "east-west trail," TTA, a wayfinding system and an audio tour.

Step Six: Establish regular meeting schedules; move the meetings from site-to-site, from partner-to-partner.

In early stages, it's important to be consistent about meeting dates (for example, the 3rd Thursday of the month at 10:00 AM). Set the day and time for the next year; never change it. It's very important that members of the Advocacy Group be familiar with Parrish Street's resources – from St. Joseph's to the John Hope Franklin Center; from the Duke Homestead to White Rock. What interpretations, visitor services and amenities does each venue offer? What could be done to improve visitor readiness at each? Set time aside at meetings to tour that site. Keep the formal meeting to about two hours. Stay on the agenda. "Get things done."

Step Seven: Develop an organizational structure and appoint committees. Already, the Advocacy Group has sensed the need for projects, programs and physical renewal (Track Two), fundraising (Track Three) and marketing (Track Four). The Advocacy Group should outline job descriptions and work plan goals for every committee. For example, an early project for a partnerships committee could be exploring links to universities:

- Plan an approach to business schools:
 1. Invite faculty and students to write business plans for Parrish Street – six-month, two year and five-year plans. Detail the sources and uses of funds. Prepare annual action plans;

2. Ask the schools to investigate and apply to new private and public funding sources;
 3. Award new **Parrish Street Shops** tenants a free business plan;
 4. Make this a competitive assignment between Duke and NCCU. Winning teams – those selected by the Advocacy Group – will be awarded paid internships with **Parrish Street Shops** or at the **Equity Alliance**;
 5. Invite successive business school classes to monitor and update all aspects of Parrish Street's progress.
- ❑ Approach university planning, architecture and landscape architecture schools:
 1. Document historic sites and structures; supervise rehabilitation;
 2. Design (and build?) **Museum Without Walls** installations or part of the **Durham Common Room**;
 3. Propose a wayfinding system;
 4. Provide preliminary cost estimates for each Parrish Street rehabilitation project.
 - ❑ Ask university education departments to develop a 4th Grade curriculum on Parrish Street for all Durham Public School students;

- ❑ Invite tourism and hospitality management classes to help with marketing and communications and evaluate hospitality readiness at each site. Ask for analyses of festivals, recreation opportunities and special events with DCVB. Then, ask for proposed calendars of events and joint approaches to management and marketing;
- ❑ Devise an approach to Congress and strategize NHA application procedures with a government class;
- ❑ With the help of noted historians, ask history and humanities students to write Parrish Street's official story;
- ❑ Combine history, communications, ethnography, design and humanities departments to examine and refine interpretations along Parrish.

These are not complicated tasks. (In fact, all ten Steps could become part of a planning exercise with the business schools.) Once students have satisfied the Advocacy Group's needs, ask that they take on additional assignments for the elements along Parrish: **Museum Without Walls**; **Parrish Street Shops**; **Durham Common Room**; **Equity Alliance**, the heritage trail, a brochure, the National Heritage Area... They could become involved at each of the Parrish Street partner agencies.

Step Eight: Draft a mission statement. Summarize the story, philosophy, tasks and interests in a very clever, very brief statement. Don't wordsmith. (Just as with the map in Step Five, the mission statement will change over time.) A very generic starting point might be... *"the Parrish Street NHA celebrates Black Wall Street's spirit of innovation, ingenuity and inclusivity by reestablishing the area as Durham's heart and soul."*

Step Nine: File documents. If a separate Parrish Street Advocacy Group is created, there is need for Articles of Incorporation, Bylaws, 501c3 status, etc., from various state and federal agencies. Investigate insurance. All of this is rote procedure, but must be completed before the first tax-deductible donations are accepted.

Step Ten: Celebrate! Hold an official meeting and elect officers. Review past successes, near-successes and outright failures. Reaffirm each step in the process and, if necessary, reevaluate every one. Endorse next year's action plan and budget. Raise a toast to the Advocacy Group and its partners! Celebrate Parrish Street!



This illustration is just one vision for The Museum Without Walls – using only one person as the Museum’s “curator.” Photographs, sculptures, texts and quotes, banners, flags, anecdotes, etc. for early actions are readily available through a number of local sources – for example, the Durham County Library, NCCU’s Institute for Minority Issues, Duke’s John Hope Franklin Center, as well as many members and friends of the Parrish Street Advocacy Group.

Track Two: Heritage Development Through Interpretation and Economic Renewal

A National Heritage Area exists to tell a significant American story; interpretation helps the story-telling come alive and touches people – both residents and visitors. At the same time, an NHA attracts economic renewal by telling the story in themed historic, cultural and commercial environments where residents and visitors listen, see, contemplate, learn, browse, shop, eat, drink and find entertainment and services. Many stay overnight.

The best heritage development initiatives strive for close ties between the *heritage* resources and the *development* potential, between interpretation and economic renewal – simply, between heritage and development.

In Durham, Parrish Street's story – Black Wall Street – *is* financial innovation and economic development. Here, there is the clear opportunity to make a precise, highly effective and direct link between interpretation and economic renewal in one combined approach.

Black Wall Street's interpretation as well as economic revitalization come alive through four enhancements.

First, Parrish Street itself is the Street as well as **The Museum Without Walls**.

Installations on sidewalks, in the street, on buildings, in show windows and on street furniture animate a little-known, vital and inspiring American story. Statues, photographs, sculpture, quotes and storyboards introduce the people, their beginnings, their ambitions, their achievements and how they created a parallel, almost equal Black economy in the middle of a Southern White downtown. Other installations honor their social, political, educational and religious legacies.

Second – physically and thematically one-in-the-same as the Museum Without Walls – the **Parrish Street Shops** is a conscientiously-selected collection of local entrepreneurs offering the best foods, clothing and accessories, personal grooming aids, entertainment, books, home furnishings, crafts and professional services... *for everyone*. Parrish Street Shops demonstrate that Merrick's and Moore's and Spaulding's (and others') entrepreneurial spirit flourishes in today's commercial environment. The themes and a renewed entrepreneurial spirit, spills from Parrish Street's ground floors onto Main Street and Chapel Hill Street, encouraged and financed through M&F Bank, Mutual Community, Self-Help, Generations, El Centro, Sun Trust and others.

Each of the **Parrish Street Shops** earns its tenancy through a process overseen by a collective representing (at least) the Advocacy Group, the Greater Durham Chamber of Commerce, Downtown Durham, Inc., Durham Convention & Visitors Bureau, Self-Help and OEDD.

Parrish Street Shops honor the Street's most important pioneers and, at the same time, serve as a commercial incubator to prepare other innovators for downtown, for Durham, for the state and the nation.

The Museum Without Walls and **Parrish Street Shops** are one coordinated effort. Together, they connect interpretation and economic renewal – heritage and development.

Third, Parrish Street's story plays a major role in other aspects of Durham's (and North Carolina's and America's) history and society. This confluence is explored in the **Durham Common Room**, a museum extending between Parrish and Main streets near Corcoran. Here is where the "fit" between Black Wall Street and Durham's entire community is explained and expanded: tobacco; labor; the roles of women; medicine; innovation and invention; religion; politics and Civil Rights; local events that spawned national leaders and international precedents.

The **Durham Common Room** will be a place to explore the themes, alliances, artifacts and partnerships that will likely evolve into a much larger Durham History Center (in keeping with one of the major recommendations in the 2004 Durham Cultural Master Plan). As the Woolworth Site is redeveloped, approximately 5,000 square feet may become available for the **Durham Common Room**. Adjacent outdoor space continuing the experience might then become known as "The Commons."

Fourth, the **Equity Alliance** is *the* place (in the world) to learn the lessons of diversity in entrepreneurialism. Here the next generations of entrepreneurs are schooled, absorbing hands-on experiences that prompt individual accomplishment, shared values and appreciation of diversity as a tool for economic gain. The Equity Alliance offers a range of programs – from half-day seminars to semester-long courses, geared for middle school students or corporate executives – taught by a coalition of NCCU, NCIMED, Durham Public Schools, Durham Tech and Duke faculty. This is the place to study and become skilled in equality, equity and parity; where these skills are put into practice in retailing, education, politics, religion... *any* professional pursuit. The **Equity Alliance** honors Black Wall Street's history and spirit while demonstrating basic and unique American ideals.

In the short term, Equity Alliance graduates will open additional Parrish Street Shops and many other enterprises along the Street. Over time, their stories will be added to The Museum Without Walls and inspire installations in the Durham Common Room and the Durham History Center.

These four enhancements along Parrish Street tell the story and, at the same time, spark economic renewal.

Special Interpretation Challenges in a National Heritage Area...

Successful and memorable interpretation in a NHA must accomplish more than just telling a story. It must also...

- ☐ generate and express a sense of community pride, involvement and participation among residents – Durham residents knowing the story of “here;”
- ☐ emphasize shared community characteristics and, at the same time, give voice to conflicts and tensions over values, interests and relations among groups – *all* Durham residents understanding their story;
- ☐ create coherent public programming for residents and visitors – crisp, informative storylines, activities for all age groups, interesting events, festivals, celebrations, feasts – involving residents in sharing the story and lessons of “here;”
- ☐ provide engaging, truthful, entertaining and powerful learning experiences in which residents and visitors can be active participants – residents and visitors practicing the story and changing attitudes.

Parrish Street's Very Special Interpretation Challenges

Parrish Street is *very* special. Interpretation in many NHAs is based on celebrated physical resources (for example, a river, a factory or a battlefield). By contrast, Black Wall Street is a tightly defined physical place, offering a less than imposing presence – four blocks (only two blocks, really) on Parrish Street itself, the M&F Bank and the old NC Mutual field office, the original Mutual Savings Bank, storefronts in two- and three-story buildings, a burned-out shell and several vacant lots. Interpretation on Parrish Street must spark vivid imagination, physical rehabilitation and economic activity.

Unlike other NHAs, there is no object to interpret on Parrish (no car; no ship; no piece of steel). Rather, Parrish Street's prominence is advancement through clever thinking,

determination, a deep social purpose and perseverance – the successful rise of Black capitalism in the middle of a White community... during segregation, during Jim Crow and behind-the-scenes negotiations between Black and White leaders to “keep the peace.” This story still resonates today, making it especially important to tell the whole truth... *“a young ex-slave, pushing his way from bootblack to barber... the formative experience of Merrick,”* a very successful, well-respected and influential businessman (who just happens to be Black).

Parts of Parrish Street's story may carry anger and resentment (for a few). Interpretation can't always soothe feelings, but it should lead toward understanding. Interpreting conflict is a way of showing multiple perspectives and illuminating other viewpoints, without choosing sides.

Parrish Street's story has important antecedents in the spirited debates between W.E.B. DuBois and Booker T. Washington. Both urged people to come to Durham, to see what's happening, each by way of proving their own points-of-view. Washington insisted that (following the example of White businesses) economic equality would lead to social assimilation; DuBois argued that solidarity of purpose and mutual aid (specifically *not* following the example of White businesses) would lead to a separate, successful and equal society. These debates still linger across the nation.

More than in any other heritage initiative, Parrish Street's story of economic innovation, entrepreneurialism, ingenuity and success mandates a direct link between celebrating that story and using the story as the basis for economic renewal. How to introduce these important people and commemorate their ideas? At the same time... How to perpetuate their principles? How to unite interpretation and revitalization – posterity and continuity – heritage and development?

The Museum Without Walls and Parrish Street Shops combine as one initiative to blend interpretation, economic renewal and physical revitalization. In many ways, the Parrish Street initiative is akin to planning a shopping center – What do the mall areas look like? What shops line the mall? Who owns the land and buildings? Who manages the whole affair?

The Museum Without Walls

(Or... What do the mall areas – the public spaces – look like?)

Parrish Street's **Museum Without Walls** is characterized by some as a “sculpture garden” in the middle of downtown Durham; others describe it as a place to relax, have lunch or dinner, shop and learn something new every day; some use it as a place for contemplation on what America *really* is, and what it still needs to accomplish. Many others enjoy a themed commercial district, offering a wonderful, inspired collection of goods and services provided by local entrepreneurs. (This is Parrish Street Shops, described next.) Parrish Street's past and present demonstrates the quintessential American story of opportunity and success.

The Museum Without Walls uses photography, sculpture, displays, kiosks, story-boards, bronze and stone installations, new and existing walls, show windows, planting, awnings, lighting and sound, street furniture, information stands (and other techniques) to tell the story of Parrish Street. We meet the men (and the women and children along side them) who played out the story on Parrish and created Black Wall Street. Interpretive experiences might include the following – and much more that will emerge from a thorough, professional Interpretive Plan. The following is offered as an example only.

- ❑ At Parrish and Mangum – near City Hall – a larger-than-life statue of John

Merrick invites visitors to walk along Parrish and learn his story. A plaque at his feet gives an overview – what you'll see and hear about him, his colleagues and the influence that this one street had (and continues to have) on American finance and society.

- ❑ Exhibits and sequences are detailed by listening to a rented tape recordings (one version narrated by James Earl Jones; another perspective by Oprah Winfrey; a third overview by Walter Cronkite or Charlie Rose) and, on special occasions, by following costumed actors and guides.
- ❑ Maps and storyboards help Merrick explain what's happening on Parrish Street today – young (and old) entrepreneurs; new ideas; what you can buy here that isn't available elsewhere; how the new Parrish Street came about.
- ❑ A series of photographs and texts show Mr. Merrick's earliest years as an ex-slave – his mother, a dark-skinned slave woman and his father, a White man.



- ❑ A low wall (a bench?) is inscribed with quotes from the Reconstruction school books Merrick used to learn to read and write.
- ❑ A story-board with photographs explains the backgrounds of all the new entrepreneurs along Parrish: where they're from; how they got started; what influenced their decisions to come to Durham and Parrish Street.
- ❑ A map in the pavement shows where in North Carolina (and elsewhere) all of Mr. Merrick's colleagues came from.



Looking north on Parrish at Church

- ❑ There are much-larger-than-life sculptures of the tools of John Merrick's early crafts: brushes and shoe waxes; a shoeshine stand; mason's equipment and photographs of the buildings he helped build at Shaw and NCCU.
- ❑ Vertical banners describe up-bringing and education of Mr. Merrick's friends.

- ❑ A map of downtown Durham points the way to Merrick's six barber shops – three for Whites and three for Blacks.
- ❑ Near City Hall, another low brick wall quotes federal, state and City laws of the day, using the "official" language of segregation, Jim Crow, red-lining and property covenants.
- ❑ Sculptures of Merrick's family describe their own lives in the Jim Crow era and Merrick's role as a father. (The words and voices of some of his descendants are captured in the narrated tapes.)
- ❑ Two full-scale figures with story-boards and a kiosk explore Merrick's relationship with Washington Duke. Quotes and anecdotes speculate on what the two might be planning for Parrish Street and for Durham.
- ❑ Planters, benches, street lights and shade trees define various themes-within-themes for **The Museum Without Walls**.
- ❑ A group of three figures introduces Merrick and his colleagues in a "triumvirate" – Merrick, Aaron Moore and C.C. Spaulding. Here, the visitor learns about these three and their roles as *"the most positive forces in the development of Hayti. Their influence spread into the economic, spiritual, educational, and social growth"* of the community. Maps, exhibits, aerial photos and a scale model explain where Hayti is, what happened there and why, what to see at NCCU and Duke (as well

as the rest of downtown and how to move around the area) and what's going on tonight at various entertainment venues, especially St. Joseph's and the Carolina.

- ❑ A relief sculpture depicts C.C. Spaulding (surrounded by neighborhood children) rushing off to his next appointment. Several nearby exhibits offer quotes from his employees, lauding his caring attitudes for everyone at NC Mutual.
- ❑ Several story-boards – with menus and prices – describe the famed cafeteria at NC Mutual, what people talked about over breakfast or lunch and what plans were hatched over a cup of coffee.
- ❑ Nearby, a kiosk lists all downtown restaurants, with tear-off maps and menus from each.
- ❑ The most frequently updated exhibits are in the four large, ground floor show windows at Webb-Patterson Communications. This space is donated as a community service. Each month, different community groups reveal another storyline, a new perspective on the people and the life of Parrish Street. A sidebar describes coming attractions. Awards are given each year for the best exhibits.
- ❑ Life-size images, etched in glass, introduce the rest of Parrish Street's players. Story-boards explain how they met and their private and public conversations. Displays show how their family trees were intertwined and how

their business ventures were related. Maps and diagrams portray the legacy of each man and his family – ties to NCCU, libraries, hospitals and churches. Where did each family live? What collaborative plans are still unfulfilled? What can you – the visitor to **The Museum Without Walls** – do to help implement their dreams?

- ❑ Another low brick wall carries humorous stories, tall-tales, myths and anecdotes about these men.
- ❑ Facing both M&F Bank and Sun Trust at Corcoran, another statue of Merrick includes an electronic “score board.” It carries real-time accounts of an “equity index” for all countries of the world – population, income, education, birth and death rates and financial wellness for each nation.
- ❑ Visitors are urged to register their ideas and reactions by way of drawings, post cards, a community bulletin board and kiosk.
- ❑ Other kiosks include touch-screen visitor information guides, TTA and DATA transit routes and times, a public telephone and current events calendar.
- ❑ A standard pedestal for sculpture, statues, story-boards and exhibits has been developed for all installations in **The Museum Without Walls**. Each pedestal sits on a back-lit base designed around the tobacco leaf motif. Each pedestal includes a sound system;

- ❑ Near Corcoran, opposite the Equity Alliance, are several unfinished, vacant pedestals. Visitors – especially children and students – enjoy “trying on” their place in history and having pictures taken beside Merrick and his “score board.”
- ❑ Initially, the Museum Without Walls is implemented along the two western blocks of Parrish, between Mangum and Corcoran. Story-boards can be redesigned and changed (even decorated) according to themes or seasons – Black History Month, parents’ weekends at NCCU and Duke, the Jazz festivals, food shows and street celebrations.
- ❑ Over time, **The Museum Without Walls** is expanded to the eastern two-blocks of Parrish Street. As the Museum grows – toward City Hall, the Court House, the churches and the Library – different themes emerge: cultural, religious and community organization; leadership, early sit-ins; Dr. King’s celebrated change of heart from passive resistance to civil disobedience; Civil Rights. Exhibits depict Durham’s pivotal role in changing American attitudes toward race, equality and parity.

Overview of The Museum Without Walls...

Ideas listed in this report are only starting points for the Museum Without Walls on Parrish Street. They are intended to evoke images, *not* speak to the details of materials, colors and placement on the Street. These details are part of an “interpretive plan” – a term used by NPS and museum professionals that begins with ideas like these and ends with measured drawings for costing, fabrication and installation.

The Advocacy Group’s next steps toward the Museum Without Walls include:

- ❑ Asking historians to identify the Museum’s major theme and “curator;”
- ❑ Developing specific scenes, events, people and artifacts to be portrayed;
- ❑ Issuing a RFP for professional design services... including the requirement that submissions be suitable for public display along Parrish;
- ❑ Working with selected professionals, property owners, the City, DDI, DCVB, HPSP (and many others) to work through details of placement, construction schedules, integrating installations with sidewalk improvements, sponsorships, etc.
- ❑ Coordinating with planning for Parrish Street Shops;
- ❑ Overseeing construction;
- ❑ Marketing both construction milestones and pre-opening events;
- ❑ Cutting ribbons; unveiling each new piece of the Museum Without Walls.



**Founders and Executives
North Carolina Mutual Life Insurance
Company**

Parrish Street Shops

(Or... What shops and services are available in the mall?)

The Museum Without Walls is in the street; **Parrish Street Shops** are in the buildings on the street – the first and second floor spaces that offer the world's best collection of foods, clothing, grooming aids, entertainment, books, home furnishings, crafts and professional services... *for everyone*. As residents and tourists visit the Museum Without Walls to learn this history of innovation, they're given the side-by-side opportunity to eat and drink, browse, shop, buy and be entertained in a themed commercial environment all about contemporary innovation. (Or, vice versa: while shopping, they learn.)

The most successful themed commercial environments are usually one of two models: first, they are unintentionally tenanted to serve a pre-existing clientele or location – Harlem's 125th Street and Atlanta's "Sweet Auburn" are examples; second, they are pure-and-simple marketing inventions – Los Angeles' "City Walk," Disney's "Main Street" installations and (for that matter) any suburban shopping mall.

Durham's Parrish Street presents a sensible, happy and very natural middle-ground between these two extremes – a real theme (based on historical precedents of ingenuity and entrepreneurialism); a real reason to celebrate that theme (economic renewal through heritage development) and a very real market to back it up.

Here are some facts on the existing markets.

- ❑ There is a growing downtown residential population in need of basic services. There are already over 350 downtown residential units and recent announcements point to over 1,000 residential units by 2006.
- ❑ Though relatively small in numbers, the demographics of the primary residential market (within ¼ mile of Parrish and Market streets – just outside DDI's front door) are an interesting group: they earn good incomes and represent all age groups. If one mark of a successful downtown is that comparatively well-off people choose to live there throughout their lives, Parrish Street and downtown are doing better than expected. The 650 additional residences are attracting the same population profile.
- ❑ The demographics of the secondary residential market (extending from ¼ to ½ mile from that same point – the “neighborhood” market) and the tertiary residential market (from ½ to 3 miles – the “easy trip” market) show significant incomes and households operating at every life-cycle stage. Potentially, they support a wide array of commercial uses (including some of the same sought by the traveling public).
- ❑ An enormous daytime population is available downtown – over 4,300 people in the primary market area (again, within ¼ mile, or 5 minutes' walk of Parrish and Market streets). They need to eat,

shop, bank and run errands *and* they have no where to go. (Similarly, any new tourism populations have no where to go). Over 2,000 will be added to the primary market area when GlaxoSmithKline, Compuware, McKinney+Silver and Duke University open their offices at American Tobacco.

- ❑ In the same primary and secondary markets, there are now 11,000 downtown office workers.
- ❑ DDI has recently hired a retail “locator,” who is charged with combing the region for appropriate locally-based, start-up entrepreneurs.
- ❑ There is general agreement among City Hall, DDI, DCVB and the Chamber that Parrish Street is a prime target – and it has a good theme – for new retail opportunities.
- ❑ There are at least thirteen incentive programs to spur economic activity on Parrish – five public loan programs; four public grant programs; four City, state and federal tax credit initiatives. (See Appendix D for a brief description of each.)

The existing daytime office worker population (and most of the residents) probably travel to the secondary market, which has managed to grab extra market share due only to the vacuum that is downtown Durham. That giant sucking sound is workforce and resident dollars departing downtown.

These people and their money should find a home on Parrish Street. Turning that tide (and capturing that market power) can be achieved by providing a special character to Parrish – the Parrish Street Shops. As the market proves itself and grows, that special character can be expanded to Chapel Hill Street and along Main Street – and elsewhere.

What will it take to implement Parrish Street Shops? A number of the pieces are already close at hand: the place; the themes; some vacant store fronts; additional space ready to be announced; the Advocacy Group; DDI's and OEED's commitments; the market; the incentives; Self-Help; Durham's spirit of innovation. Most of the remaining ingredients involve collaborative planning and watchful coordination among the already-convinced interests.

This is where interpretation and economic renewal really overlap. The Museum Without Walls and Parrish Street Shops are not two ideas. Rather, they are one-in-the-same. The following are among the early considerations (again, think about planning and building a shopping center):

- ❑ Coordinating reuse of public sector space – a themed street yields The Museum Without Walls;
- ❑ Coordinating revitalization of private sector retail and office space – opening onto the themed street – yields Parrish Street Shops;

- ❑ Closely coordinating work with all property owners and tenants – most of whom are encouraged to remain;
- ❑ Providing financial and physical façade improvement guidance for each owner, making sure that all requirements of National Register of Historic Places standards are met and taking advantage of all public grant, loan and tax credit programs;
- ❑ Linking the capture of the existing market with building a new market, and then ensuring that there is enough space to support more retail and office space than now available, which leads to some clever thinking about and a search for...
 1. “Found” space... downtown’s forgotten areas: the alleys (some are already quite charming and used as informal pedestrian pass-throughs), backsides of buildings, under-utilized public places, some second floor areas. A very quick, “peek inside” survey suggests that roughly 50,000 square feet of space could be “found” along, behind and above Parrish Street between Mangum and Corcoran;
 2. New space... for example, ground floor areas on the Woolworth site (if there’s solid commitment and Durham-style innovation, developers and architects might consider a half-level up and a half-level down entry to the Woolworth site from both Parrish and Main, yielding a two-

level atrium between the two streets – or approximately 50,000 square feet of new retail space. The floor of the atrium could become a public amphitheater for performances and celebrations, surrounded by two levels of Parrish Street Shops. (This type of “black box” space is suggested in the CMP.)

Think like shopping center developers! The Museum Without Walls and Parrish Street Shops is one idea, conceived, planned and implemented at the same time – utilizing the same historical theme... heritage development.

Here are some rough figures about the real estate dynamics underpinning potential physical revitalization along Parrish Street’s two western-most blocks – the first stage focus for the Museum Without Walls and Parrish Street Shops:

- ❑ There are 20 ownerships along these two blocks;
- ❑ About 20% of the two-block street face is in public ownership;
- ❑ Another 20% is (or will soon be) owned by Sun Trust;
- ❑ At least seven of the current ground floor owners or users should be encouraged to remain (and expand) – Blue Coffee Company, M&F Bank (NCIMED’s tenant), Webb-Patterson Communications, The Garden, The Hair Estate, Sa Shéa and Ron’s;

- ❑ At least two buildings are (very) obviously “for sale;”
- ❑ At least two buildings are (very, very) obviously in need of serious rehabilitation;
- ❑ The last remaining major site is owned by the City (Woolworth’s) and there are groups vying for development rights;
- ❑ The combined ground-floor retail space potential on Parrish between Corcoran and Mangum totals approximately 100,000 square feet;
- ❑ In this 100,000 square feet of ground floor space, there are approximately 25,000 square feet on vacant land; 50,000 square feet are gainfully occupied;
- ❑ Implying that only 25,000 square feet (or 25% of the space) is “ready to go.”

By any measure, this is not “critical mass.” And, this is not a huge undertaking in the context of the story, the place, the opportunities and the energies that appear evident in Durham. To put this initiative in perspective, Measurement Incorporated renovated over 160,000 square feet of commercial space in downtown Durham and is embarking on another 100,000 square feet; Self-Help owns and manages about 240,000 square feet in downtown; Blue Devils’ West Village campus totals almost 1,000,000 square feet.

What will it take right now – not next week; today! – to move these ideas toward the next steps?

Early projects for the Museum include a four-part, mock-up exhibit of The Museum Without Walls. The four parts could be...

- ❑ A life-size photograph of John Merrick, Aaron Moore and C.C. Spaulding with text describing who they were, what they did and how they still influence Parrish Street, Durham and the nation. (Go to the Library, select a photograph; blow it up; put it in place);
- ❑ A life-size sculpture of John Merrick and Washington Duke with text and anecdotes explaining their relationships (Ask Central Park to fashion a quick sculpture);
- ❑ A series of large story-boards showing architectural plans, building elevations and perspectives with photographs illustrating what Parrish Street's Museum Without Walls and Parrish Street Shops will look like by 2007... only two-and-one-half years from now and M&F Bank's 100th Anniversary. (Ask that responses to the Request For Proposals be submitted with qualifications and initial ideas on large weather-proof, vandal proof boards, suitable for outside display; let the public help select the best entries; encourage the winners to form teams to complete next steps together);
- ❑ A "call us" board with tear-off sheets listing next-steps in preparing The Museum and tenanting the Shops.
- ❑ The board will be updated daily, also listing the needed historical materials,

stories, artifacts, as well as partnership and volunteer opportunities. (Start a public dialogue; ask *Carolina Times*, *Herald-Sun*, the *Independent*, *Triangle Tribune*, Capitol Broadcasting and *The News-Observer* to run weekly columns on early architectural ideas, public comments and responses from the public.)

Early physical revitalization projects for the Shops and the Museum include at least six tasks. These include...

1. Continue and expand DDI's efforts to identify local entrepreneurs for tenancy and/or ownership; coordinate and encourage promising contacts through the Parrish Street Advocacy Group;
2. Talk to all current property owners. Can they work together as private parties to form a series of joint-ventures? How should they be "coached" into joint-ventures? Should umbrella partnerships be formed to give existing property owners and tenants the financial heft and back-up experience necessary to have confidence in a joint-venture?
3. Identify "found" spaces for additional space – alleys, backsides of buildings, cul-de-sacs, lean-tos – that could be converted into first-floor commercial and second-floor residential environments;
4. Call on retail professionals to program Parrish Street Shops – which types of uses best go where, where should "anchors" be, which anchors?

5. Develop a SWAT team approach with specific tasks, personnel assignments and timelines for all elements: (a) preferred local entrepreneurs, (b) selected properties, (c) most desirable "found" spaces and (d) premier program elements;
6. Once a SWAT team is in place, focus on technical, architectural and engineering issues: how can building entries, elevators and hallways be combined? How can floor levels be matched across different ownerships? How can mechanical and life-safety systems be combined?

Administration and staff for The Museum Without Walls and Parrish Street Shops should be organized by the Advocacy Group through OEED (initially) with DDI, DCVB, Self-Help and the Chamber. Staff may be under direct supervision of the Advocacy Group.

Funding for The Museum and Shops is provided through grants from the Advocacy Group that match (and surpass) \$400,000 annually. The initial \$400,000 comes from Parrish Street's set-aside tax (~\$200,000ar) and OEED's congressional grant to foster additional work on Parrish (~\$200,000).

Research toward additional Museum and Shops (for example, a talented interpretive planner and a professional retail programmer) would be planned and overseen by the Advocacy Group.

Timelines and schedules should be monitored by the Advocacy Group.

Looking west on the 100 block of West Main Street



Three Heritage Development Precedents...

Each of the three examples outlined below have much in common with Durham's Parrish Street: focus of the story to be told; a lively urban precinct that began a decline and was successfully renewed; individual and group achievements to be celebrated; economic opportunities resulting from telling the story and celebrating those achievements. Durham should take note and devise its own paths toward success. None of these three examples has decided to pursue designation by Congress as a National Heritage Area... yet.

18th and Vine – Kansas City, Missouri www.kcmo.org/attractions

18th and Vine is internationally known as a cradle of Jazz. George E. Lee, Count Basie, Lester Young, Mary Lou Williams, Julia Lee, Joe Turner and Bennie Moten all performed (and had temporary homes) in the district during the 1930's and 1940's; Charlie Parker grew up in the area's clubs – The Cherry Blossom, Lucille's Paradise and Subway Club, to name a few.

Entertainment ruled the 18th and Vine precinct, but the area also was home to more than clubs and dance halls. For almost 40 years (between 1920 and 1956), 18th and Vine was the heart of Kansas City's African American community. Like Parrish Street, the area was an active business district with banks, drug stores, shoe repair, tailors, beauty and barber shops and clothing stores. Professional buildings housed doctors, dentists and lawyers; travelers found fine accommodations at Street's Hotel. The Blue Room was the place "to meet, to see and be seen."

The district's decline began in 1940, with the demise of Kansas City's infamous Pendergast

political machine and the onset of World War II. The final two blows came to 18th and Vine in the same manner as it came to many African American communities across the country: public accommodation laws and urban renewal. In 1954, Kansas City's first renewal project cleared a 19-block area in and around 18th and Vine. For a brief period beginning in 1961, aided by Reynolds Aluminum, the area attempted a rebound. Ultimately, however, the district succumbed to further "renewal," and out-migration. Businesses closed and the district fell deeper into disrepair and neglect.

Kansas City rallied in 1989. By 1997, over \$26 million had been spent to revitalize the district and celebrate its Jazz era. Attractions now include two museums (the American Jazz Museum and the Negro Leagues Baseball Museum), the Horace M. Peterson III Visitor Center, the renovated Gem Theater and two nationally-known research centers: The Black Archives of Mid-America and the Mutual Musicians Foundation. Murals, plantings, façade rehabilitation and signage identifying historic Black businesses add to the ambiance.

Redevelopment continues. 18th and Vine is part of Kansas City's Tax Increment Finance (TIF) district (like North Carolina's proposed PDF areas) and, in partnership with the State of Missouri and the City, is preparing more renewal and development: affordable housing; market rate lofts; restaurants; business incubators.

Jackson Ward – Richmond, Virginia www.richmondvirginia.org

Maggie Lena Walker, businesswoman and financier, was the first female bank president in America. In 1903, Ms. Walker chartered the St. Luke Penny Savings Bank (now Consolidated Bank & Trust) in Richmond's Jackson Ward neighborhood. This was the first African

American bank in America and Ms. Walker served as its president until 1929. Quickly, others capitalized on St. Luke Penny's success, other Black banks were formed and Jackson Ward became known (to some) as the "Wall Street of Black America."

Other Black-owned businesses followed. During the late 19th and early 20th centuries, Jackson Ward became the hub of Richmond's African American professional and social life. From the early 1900s into the 1940s, Ward residents responded to Jim Crow laws by creating an independent, self-sustaining economy: insurance companies, lawyers, doctors, furniture stores; grocers, photographers; hotels; restaurants.

In an all-too-familiar tale, Interstate 95 cut through Jackson Ward in the early 1950s, permanently cleaving it in two. Residents moved as urban renewal and desegregation became realities in Richmond. Businesses closed, the district was neglected and widespread demolition was planned.

The new Richmond Convention Center created a crisis of opportunity: would it catalyze redevelopment or result in the conversion of Jackson Ward to parking? Spurred by a new group of politicians and community activists, Jackson Ward began rebuilding itself, fast becoming a mixed-income, residential neighborhood. Buildings are being rehabilitated; empty lots are being rebuilt with compatible, mixed-use infill development. Jackson Ward also hosts one of Richmond's biggest events, the "Deuce Fair" along 2nd Street, which celebrates Ms. Walker and Jackson Ward's history.

The Freedom Trail – Boston, Massachusetts

www.thefreedomtrail.org

Perhaps the simplest of all heritage development initiatives in the United States is Boston's Freedom Trail. For 2½ miles – from Back Bay to Boston Common, to the USS Constitution (Old Ironsides), to Bunker Hill – Boston's Freedom Trail offers visitors a linear red brick pavement or painted red line to follow through Beacon Hill, downtown Boston, the North End and Charlestown. In 1951, journalist William Schofield devised an easy way help tourists navigate their way to the downtown historic sites: home-made plywood signs. In 1958, the now-famous Red Line was painted to connect sixteen major Revolutionary War era sites.

Now, the Red Line extends to Cambridge, intersects the Black Heritage Trail and works as an orientation device for the area's Byzantine road system. Residents even use the Red Line to give directions.

In 1958, the non-profit Freedom Trail Foundation was formed to preserve and promote all sites along the Trail. The Foundation relies on partnerships to advance its work, including the National Park Service. NPS has invested over \$50 million in capital improvements along the Trail and offers interpretive services, educational programming and free guided tours. Other partners include the City of Boston, the Massachusetts Office of Travel & Tourism and the Greater Boston Convention & Visitors Bureau. Approximately 3,000,000 domestic and international visitors walk the Trail each year. They contribute \$400 million to Boston's \$9 billion tourism industry.

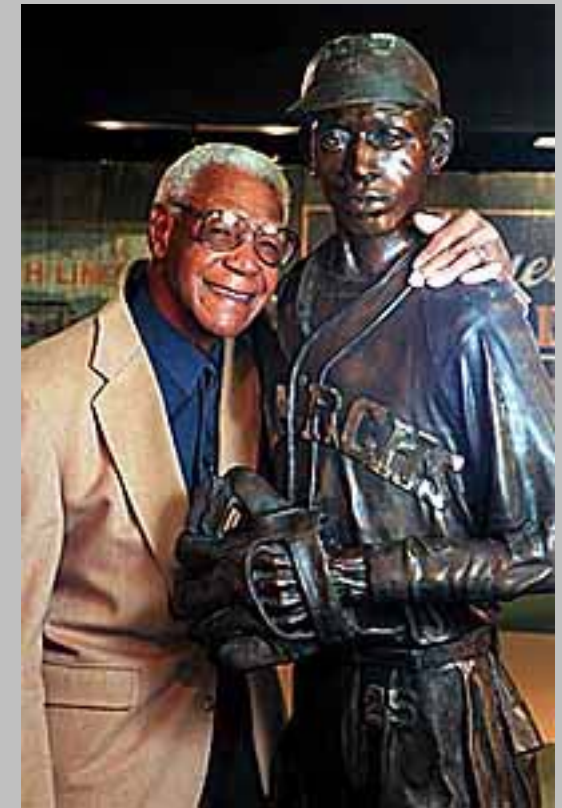
Shared Attributes with Parrish Street

Heritage development – outside the context of NHA status – can help historic neighborhoods become major economic forces in their communities.

- ❑ Much like Jackson Ward and 18th and Vine, Parrish Street was once a vital Black downtown business district with strong social and cultural ties to near-by African American neighborhoods.
- ❑ In Richmond, Kansas City and Durham, African Americans established separate and almost-equal stores, services, banks, insurance companies and professional offices in the heart of their cities. However, in Durham's case, Black Wall Street emerged in the middle of the whole downtown... completely surrounded by the White establishment. More so than in Richmond and Kansas City, Parrish Street thrived with, if not outright support, then at least a live-and-let-live attitude from White business and political leaders. African American business successes were seen as part of Durham's economic success.
- ❑ Music is a key theme that runs through 18th and Vine, Jackson Ward and Durham – from the Cradle of Jazz to the Home of the Piedmont Blues. The Jazz Museum in the 18th & Vine district celebrates the international legacy of this important musical expression.
- ❑ Local advocacy groups have played major roles in each community.
- ❑ Early support from each city's convention and visitors bureau was key.
- ❑ Corporations and foundations entered at the invitation of community leaders.

- ❑ Neighborhood residents and businesses help attract broad political support.
- ❑ Each city's versions of DDI, NCIMED, Self-Help and other non-profits banded together to jump-start the renewals.
- ❑ Boston's Freedom Trail addresses the opportunities to link an array of inner-city, near-downtown and widely separated cultural and historic sites into a comprehensive tourism program.

It's now up to the Advocacy Group to help reestablish Parrish Street.



Three National Heritage Area Precedents...

National Heritage Areas are established by the United States Congress to lend support to communities and regions in conserving and using their natural, cultural and recreational resources in ways that will improve the quality of life for residents and foster economic growth. NHAs are not static historic reenactments or strict preservation projects. Rather, they are vital, viable systems for building on past achievements to meet current needs – to ensure a legacy will endure to serve present and future generations.

The three National Heritage Areas (NHAs) described below exemplify Congress' mandate for creating and celebrating the people, places and events that helped build our national character. They share some attributes with Durham and Parrish Street: their start-ups and current operations are only guides; their projects and programs are only samples. Each NHA must build on its own character, resources and people.

The Ohio & Erie Canal National Heritage Corridor www.canalwayohio.com; www.ohioeriecanal.org

The Ohio & Erie Canal was the first inland waterway to connect the Great Lakes (Lake Erie) to the Ohio River, the Mississippi River and, eventually, the Gulf of Mexico. Beginning in the early 1800s, the O&E played a major role in opening a vast agricultural heartland to industrialization. Isolated farming communities became homes to tires, automobiles, steel, ceramics and clothing for trade around the world.

Today, the O&E (designated as one of nine NHAs by Congress in 1996), celebrates the rich

history of the Canal along a 110-mile greenway. Stories of Native Americans, pioneer settlers, early railroads, agricultural subsistence, the rise of industrialization and changes accommodating the modern post-industrial era are represented in large and small communities and attractions along the corridor, from Cleveland to Zoar. O&E is headquartered in Akron.

The O&E's goal is to encourage private and public partnerships to protect, enhance and make effective, enjoyable use of the Canal. As the Parrish Street Advocacy Group heard from O&E Executive Director Dan Rice on April 16, the O&E is a "...dynamic place with a vivid history and abundant opportunities for economic development," downtown revitalization, affordable housing, "green" industrial renewal, recreation (three professional baseball teams and a vintage rail line link the communities), fishing derbies, tow-path races, community clean-ups and boat building competitions. A twelve-month calendar of events lists almost 70 annual activities along the O&E. The original economic backbone of the region and its communities (before the NHA, the Canal became a sewer) has been returned as a source of renewal and celebration.

Since 1994, O&E has grown from a part-time staff with a \$10,000 annual budget to four full-time professionals and an operating budget of \$330,000. More than 75 partnerships have raised more than \$15 million in development capital along the 110-mile, multi-use Towpath Trail. For every dollar of federal investment, the O&E has leveraged \$4 of private contributions. The Towpath Trail alone attracts over 2 million visitors each year.

Essex National Heritage Area www.essexheritage.org

The Essex National Heritage Area includes 34 towns on the North Shore and in the Merrimack Valley, north of Boston. All lie within the boundaries of Essex County, Massachusetts. Designated by Congress in 1996 (along with the Ohio & Erie Canal and seven other NHAs), Essex is a vigorous public-private partnership with an official role: managing intergovernmental relationships among towns, cities, the county, state and federal governments, the residents, private businesses and industries and several world-renowned non-profits. Together, these groups conserve the region's stories – an unlikely mix of early-American trade with Europe and the Far East and "witchcraft."

NHA designation for Essex took five years, in part because of the diversity of local stories and the range of government interests. In the end, there are three major themes: Early Settlement; American Maritime Heritage; the Industrial Era. The Essex National Heritage Commission is the non-profit management entity that grew from early organization efforts.

The Commission has created active partnerships with the National Park Service, state agencies, cities, towns and villages, regional authorities, non-profits and local civic organizations. In 2002, the Commission received its first full congressional appropriation of \$1,000,000 and quickly raised more than \$2,300,000 in private-sector matching funds. The Essex NHA's information centers served more than 790,000 visitors in 2003.

John H Chafee Blackstone River Valley National Heritage Corridor
www.nps.gov/blak/the_corridor

According to local histories and legend, America's Industrial Revolution began in the Blackstone River Valley. The Blackstone provided waterpower for burgeoning industrial enterprises – textiles, finished clothing, building materials, munitions – with a 438-foot vertical drop over its 46-mile length, from Worcester, Massachusetts to Providence, Rhode Island, an unheralded regional enterprise. Recognizing the significance to the nation's earliest growth and development, Congress established the John H. Chafee Blackstone River Valley National Heritage Corridor in 1986.

"Work" is the underlying theme in the Blackstone River Valley: invention; creativity; transformation of the environment; the people. These are the hallmarks of efforts by early industrial pioneers. The stories of engineers, farmers, mill workers, canal diggers, machinists and union organizers are tied to the natural power of the Blackstone River as it twists and turns from Worcester to Providence and into Narragansett Bay. Just as the River drew people to its sources of energy, jobs, food and drinking water in the late-1700s and early-1800s, it attracts visitors to the Valley's beauty and history today.

In addition to "getting out and visiting" the communities, historic sites, visitor centers and businesses along the Corridor, the Blackstone River Valley National Heritage Corridor offers a "virtual" Blackstone Valley Institute. The Institute is a resource for community planning, economic development, historic preservation and land use management that offers workshops, consultation, seminars and technical assistance to any group within the Corridor.

A congressionally-chartered Heritage Corridor Commission assists in planning, protecting and celebrating the "Birthplace of the American Industrial Revolution." The Commission works in partnerships with federal, state and local agencies, non-profits and private businesses to achieve its goals. The Commission does not own or manage any land within its boundaries.

Since its establishment in 1986, funding through the National Park Service has brought \$23,600,000 to the Blackstone River Valley. The Commission has matched these public funds with over \$300,000,000 in private investment.



Shared Attributes with Parrish Street

Each of these three National Heritage Areas exhibits at least one characteristic of heritage development that should instruct Durham's Parrish Street.

- ❑ **Essex National Heritage Area** is the smallest (geographically) of the 25 NHAs. Community patriots in Essex County worked together for five years (building partnerships among some very unlikely candidates) to achieve national recognition. Within the national heritage development community, the notion that "smaller is better" is gaining support. (A Parrish Street NHA would likely be smaller still... and better.)
- ❑ **Ohio & Erie Canal National Heritage Corridor** is based in Akron, once a one-industry town. It is rebuilding itself (in part) by acknowledging that the tire industry is gone forever and it's time to diversify... along with shared fervor for a downtown minor league baseball team. (Both tires and tobacco are gone... but baseball lives on!)
- ❑ **John H. Chafee Blackstone River Valley National Heritage Corridor** is a 110-mile-long series of diverse communities, divergent interests and competing values. But it has sprouted a system of partnerships and an Institute to provide leadership training, heritage development tools and resource planning strategies under the umbrella of heritage development. (Blackstone's innovation was the American Industrial Revolution; Durham's could be equality and parity.)

Much can be learned from others who took up the challenge and enjoyed the benefits and pleasures of heritage development. It's up to Durham to plan its own successes and become a model for others.

Durham Common Room

(Or... Now we have the shopping center's mall and the shops. What activities and events will we present to attract even more people to the center?)

What do The Museum Without Walls and Parrish Street Shops have to do with the rest of Durham?

The **Durham Common Room** – perhaps in the two-story atrium space incorporated in the building proposed for the Woolworth site – presents an opportunity to open doors to a larger learning experience throughout Durham. It examines the “fit” between Parrish and the community-at-large. Parrish Street’s story birthed and informed many other aspects of Durham’s (and North Carolina’s and America’s) history and society – some very subtle; some astonishingly profound.

Parrish Street’s examples (and later role) in helping to give rise to Durham’s Civil Rights struggles is only part of the story to be explored in the **Durham Common Room**. Other topics include tobacco (Durham’s traditional economic base), labor, unheralded stories about women and children, the history of Durham’s medical community and its world-wide reputation, innovation as the key to Durham’s spirit, the roles of religion and politics: the list goes on.

In addition, there are the local events that became national precedents (a great example – and a clue to one presentation on Durham’s sports – is NC College’s (now NCCU) defeat of Duke Medical by 88 to 44

in the first racially-mixed basketball game in history, played behind locked doors to avoid Jim Crow laws).

- ❑ Entertainment, focusing on Piedmont Blues traditions, is a theme for Common Room activities and presentations.
- ❑ Religion – featuring Gospel music – could lead to hosting the Library of Congress’ collection of scripts and recordings and an international Gospel Festival.
- ❑ Personalities and celebrities such as Julian Abele, Shirley Caesar, Dr. Miles Mark Fisher, Dr. John Hope Franklin, Blind Boy Fuller, Edian Markham, Clyde McPhatter, among many, many others.
- ❑ Invention and innovation with one-of-a-kind tools and major, mass-produced items that are still used today.
- ❑ A real home for African American and other “outsider” art... perhaps a satellite of Baltimore’s Museum of Visionary Art.
- ❑ A festival of Soul Food; a history of food origins, tall tales and inside jokes, cooking methods, family responsibilities in planting, gathering, cooking and cleaning up after a meal, with menus and maps to several excellent Soul Food restaurants.
- ❑ Photography shows about diversity, in cooperation with New York’s International Center of Photography.
- ❑ Year-round showings of the best from the Full Frame Festival.

The point is this... The Cultural Master Plan, the Downtown Durham Master Plan and the Parrish Street Advocacy Group all call for a central rallying point in downtown Durham. This may be characterized as a “black box” for performances, a civic space or (more to the point) “bring us all together.” This is the function of the **Durham Common Room**.

Approximately 5,000 square feet may become available for the **Durham Common Room** as the Woolworth site is redeveloped. The Common Room should be approached with at least three goals in mind.

- ❑ First, it makes the “fit” between the people and heritage along Parrish Street – Black Wall Street – and the larger Durham community. Initially, installations could include topics found in Mena Webb’s *The Way We Were: Remembering Durham* and *The Best of Enemies*, Osha Gray Davidson’s account of avoiding, then forging liaisons during Durham’s Civil Rights era.
- ❑ Second, it provides a venue for showings Dr. Stephen Channing’s *Durham: A Self Portrait* and/or *Negro Durham on the March* continuously. The film presents a complex mosaic of stories covering over 100 years in a relatively short time. In a relaxed, comfortable atmosphere, viewers can grasp the whole picture before heading out to The Museum Without Walls, Parrish Street Shops or over 30 other theme-related venues in Durham.

- ❑ Third, and very importantly, the **Durham Common Room** is a place to explore the themes, alliances, artifacts and partnerships that could evolve into a much larger Durham History Center (one of the 2004 Durham Cultural Master Plan's major recommendations). The atrium could be the place to gather and discuss the possibilities, all within steps of one of Durham's great stories.

Early explorations toward the **Durham Common Room** (and the Durham History Center) as well as timelines and schedules include casual meetings and then facilitated discussions – all convened by the Advocacy Group – with the potential partners. Initial parties to all talks must include developers and architects of the Woolworth site, the Steering Committee of the Durham Cultural Master Plan, the Chamber, DCVB, DDI, OEED and Self-Help. A timeline and track outline must be developed and monitored by the Advocacy Group. Progress reports must be issued to City Council, the *Herald-Sun*, *Carolina Times*, *Triangle Tribune*, the *Independent*, WTVD, Capitol Broadcasting and the *News-Observer*.

Initial administration and staff toward the **Durham Common Room** should be offered to initial partners by the Advocacy Group. Initial funding toward the **Durham Common Room**, estimated to be less than \$15,000 in the very first year, could be provided by the Advocacy Group from the “set-aside” as part of its commitment to The Museum Without Walls and Parrish Street Shops.

The Equity Alliance

The **Equity Alliance** is the place to learn the entrepreneurial spirit that helped forge Black Wall Street's place in Durham and American history. Here is where the next generations of entrepreneurs are schooled in hands-on lessons in individual accomplishment, shared values and diversity as tools for economic gain. A range of programs – from half-day seminars to semester-long courses, geared for middle school students or corporate executives – are offered by a coalition of NCCU, NCIMED, Durham Schools, Durham Tech and Duke faculty. This is the place to study and become skilled in equality, equity and parity; where these skills are put into practice in retailing, education, politics, religion... or any other professional pursuit. The **Equity Alliance** honors Black Wall Street's history and spirit while exemplifying unique and basic American ideals.

In the short term, Equity Alliance graduates will open additional Parrish Street Shops and work in offices near Parrish. Over time, their stories will be added to The Museum Without Walls and inspire new installations in the Durham Common Room and, eventually, the Durham History Center.

Right now, the **Equity Alliance** is an idea. It should become a place... and the place should be Parrish Street. One potential site is tenancy in the new building on the Woolworth site near Corcoran – one end of The Museum Without Walls and Parrish Street Shops and near the Durham Common Room. Perhaps it occupies its

own building on Parrish near Mangum or on Roxboro.

Surprisingly, a limited search for a comparable institution revealed that no American school, college or university offers comprehensive courses in equality and parity. Several non-profits teach the subjects by sending counselors across the country to conduct, for high fees, one- or two-day training exercises. But, in a nation built on innovation, freedom and equality, there is no one recognized place to turn to for thorough education, hands-on practice and long-term dedication to fostering diversity, opportunity and entrepreneurship.

This is a signal opportunity to interpret Parrish Street and build its most important legacy.

Early explorations toward the **Equity Alliance** as well as initial timelines and schedules should begin as high-level conversations among prominent local institutions such as Duke, Durham Public Schools, Durham Tech, NCCU, NCIMED, Self-Help and many others. These conversations should be convened by the Parrish Street Advocacy Group. Informal administration and staff toward the **Equity Alliance** could be offered, free of charge, by the Advocacy Group.

Initial funding toward the **Equity Alliance**, estimated to be less than \$7,500 in the first year – primarily for meeting space, recording minutes, a facilitator and refreshments, could be provided by the Advocacy Group as part of its commitment to Parrish Street.

Using Parrish Street's story to illuminate national and international issues that actually affect people as individuals, through policy advocacy and by example, is a way to celebrate what America's promise is all about. That this will also leverage economic renewal along Parrish Street – and throughout downtown Durham – is innovation in action. This is Parrish Street's true legacy.

Overview of Parrish Street Shops...

The metaphor of a shopping center for the Museum Without Walls and Parrish Street Shops is (for better or worse) completely apt. These two elements are, in fact, an intentional installation that creates an atmosphere. Instead of urging “sell,” “buy” or “consume,” the Museum's and Shop's messages are “think,” “act” and “change.”

Part of the Advocacy Group's next steps toward Parrish Street Shops is already in place through DDI... canvassing the region for the best of the “creative class” to locate on Parrish and throughout downtown. Additional steps might include:

- ❑ Hiring a professional retail consultant to work with DDI in “programming” the Street... the right mix of uses, their places, their originality and finding one or two “nationals” as anchors;
- ❑ Coordinating with Museum without Walls people to weave the installations and retail together;
- ❑ Cutting ribbons and celebrating!

Overview of the Durham Common Room...

It's very, very seldom that a city, an architect, a developer and nearby land owners and tenants have the chance to work together create a civic gathering place. But the **Durham Common Room** is just such an opportunity. The idea of the atrium on the Woolworth site is a response to several facts: first, the Woolworth site will be redeveloped in the near future; second, it was the scene of one of the signal events in Durham's Civil Rights struggles (a part of Black Wall Street's story... all parties are reminded that a section of the original Woolworth's lunch counter is on display at NCCU); third, there is a very limited amount of retail space (just 25,000 square feet) currently available for Parrish Street Shops.

Since the City owns the site... since it appears almost ready to award development rights... since developers contending for the site appreciate the Parrish Street efforts... it would be appropriate for all parties to declare their intention to build on the site and include the **Durham Common Room** as part of the design.

Of course, this work would be coordinated with the Advocacy Group's work on Museum Without Walls... *and* the retail professionals planning Parrish Street Shops. These experts would also be involved in programming Woolworth's retail too.

Next steps toward the **Durham Common Room** also include inviting The Durham Arts Council to participate in planning and programming the space as it will likely lead to implementation of a Durham History Center.

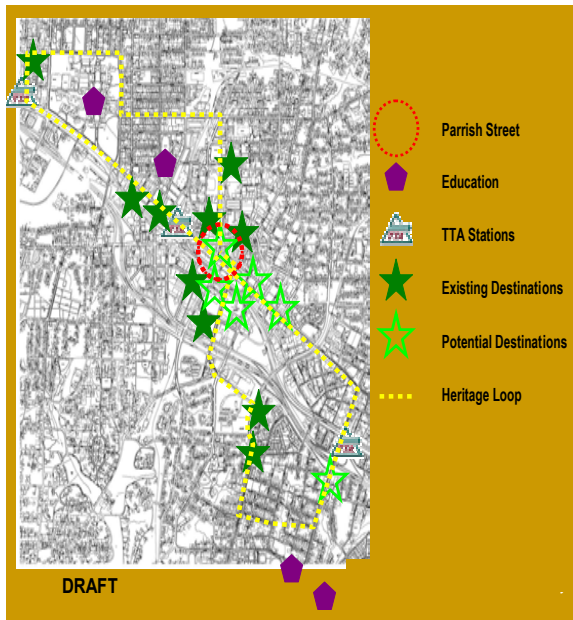
Overview of the Equity Alliance...

The **Equity Alliance** – in one form or another – is an idea that has been kicking around Durham for many years. It's an excellent idea and Durham is the place to implement it. Where else should there be a commemoration of and commitment to entrepreneurialism, equality, diversity and parity? However, the intent quickly becomes confused with the images. Is it a school? An institute? Part of an existing educational facility? Indeed, is it a place at all? Rather, is it a faculty that travels, counsels and arbitrates anywhere on a fee basis?

Conversations leading to this Action Plan are beginning to point to a physical installation – on or near Parrish Street. The Street provides a setting where the Alliance's proposed work in entrepreneurialism has been practiced and where the value of diversity has been proven. Indeed, at the June 17 dedication service for the Black Wall Street Historical Marker (attended by over 200) flyers were handed out for a “Black Wall Street National Conference.”

The **Equity Alliance** will be the physical embodiment of the ideas that started here. *What happened here is taught here!*

It's time to incorporate the **Equity Alliance** into planning to reestablish Parrish Street. Members of the Advocacy Group should convene an “interest group” (Step Four of Track One) to begin discussions.



Interpretation and Renewal Beyond Parrish Street: The Heritage Trail

There are several reasons to look beyond Parrish Street itself for additional threads in the story of Black Wall Street.

1. The Advocacy Group has identified several “tentacles” – Hayti and NCCU among them – that were given life by Parrish Street and then found permanent homes elsewhere in and near downtown.
2. Spreading some of the story in these places yields the opportunity to spread economic activity and impetus to “help all of downtown.”

3. A wider reach to more places and more organizations necessarily creates more partnerships.
4. The National Park Service always looks for a regional approach to National Heritage Areas – exactly for the three reasons cited above: all stories have threads; economic development should be widespread; partnerships are essential.

Interpretation and renewal opportunities beyond Parrish Street include the following:

- ❑ Within five-minutes’ walk of Parrish Street are the places where the economic power of Black Wall Street began to influence cultural and social institutions. Durham’s history of being a staging ground at the center of national debates (see Appendix B, Parrish Street’s Story and Themes, page 50) could be explored through story-boards, exhibits and displays in (or near) institutions that helped move these themes into the national spotlight: First Baptist, the Library, City Hall, Trinity United, St. Phillips, First Presbyterian and the Court House. There are precedents in other heritage development initiatives: Dexter Avenue Baptist in Montgomery; the Federal Court House in St. Louis; Birmingham and Selma jails; the Topeka Library and the Tuskegee Institute. In addition to tours guided by docents, these sites could offer pamphlets as walking tour “foot notes,” rent headphone sets, organize a Historic Preservation Society

of Durham guided tour and sell a CD for a driving route.

- ❑ Within another five-minutes’ walk are all the major downtown historic rehabilitation and infill redevelopment sites – almost every one is a converted tobacco factory: American Tobacco; Brightleaf and Peabody; West Village I and II and more. Story-boards and exhibits at each could *begin* to address Durham’s tobacco heritage well-in-advance of first steps in organizing a much more comprehensive exposition of tobacco at a future Durham History Center.
- ❑ Within a fifteen-minute walk or ten-minute ride of Parrish Street are the important places that Black Wall Street helped shape: Hayti and St. Joseph’s; Stanford Warren Library; NCCU; Durham Business and Professional Chain; Durham Committee on the Affairs of Black People; Durham Hosiery Mills; Lincoln Hospital; Scarborough House, among many more. While some of these places are not open for interpretation, their sites should be commemorated with something other than the small, traditional National Register plaque. Perhaps a major column or “stele” should signal the location and tell the story. Dramatic lighting should be included.
- ❑ Farther afield from Parrish Street – but still within a fifteen-minute ride – are about 20 more theme-related sites that add to the visitor experience: Duke

Homestead and Tobacco Museum; Historic Stagville; Beechwood Cemetery; Bennett Place; Geer Cemetery; John Hope Franklin Center; Mary Lou Williams Center; White Rock Church. The ardent heritage traveler will want to visit each.

In every case, the Advocacy Group should be prepared to offer technical assistance in enhancing their existing stories, refreshing the experience, making direct ties to the Black Wall Street story and offering expertise in visitor readiness. Together, all this becomes The Heritage Trail.

One example of this could be the Duke Homestead & Tobacco Museum. Here, is the opportunity to explore a partnership with The Smithsonian to tell the *whole* story of tobacco – the who, what, where, fascination, allure, health impacts, alternate uses, etc. There could be a parallel music and film series on tobacco as popular culture at the Carolina and St. Joseph's.

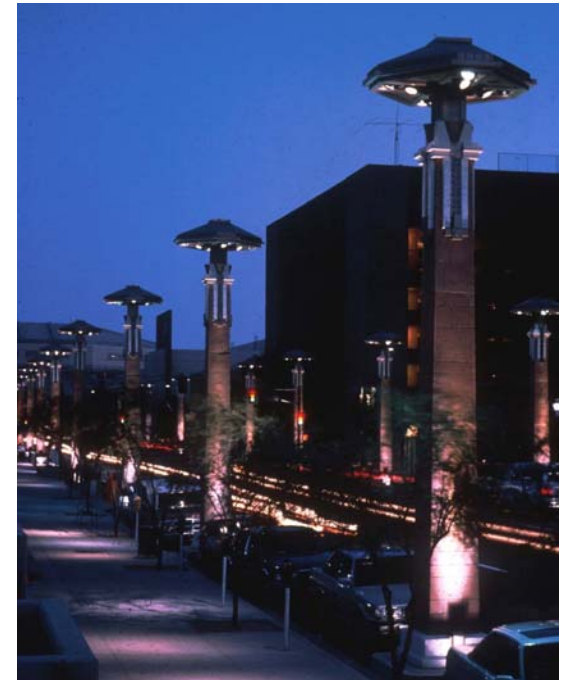
Another example is a concert series and international competition in Gospel music. Performances could be held at the Carolina, St. Joseph's, Durham Common Room and many downtown and near-downtown churches. The Library of Congress' American Folklife Festival would make an excellent partner and underwriter.

Over time, the Equity Alliance could organize a traveling exhibit on the "faces of racism," a photographic investigation in partnership with local photographers, New York's International Center of Photography, United States Archives, Southern Poverty

Law Center, the Center for Documentary Studies and the American Civil Liberties Union.

One of the charges in Track One (Step Five) is to look at Parrish Street and its tentacles on a map. A closer inspection reveals that most of the places are located on two loops radiating from Parrish Street. The first loop moves east and south as far as Durham Tech before it comes back to Parrish Street. The second loop moves north and west to Bennett Place and Duke's West Campus before returning to downtown. For current purposes, this is called "The Heritage Trail." The Trail (the two loops) is bisected by TTA and there are four TTA stops within The Trail.

An example of "steles" to identify sites on the Heritage Trail. Durham deserves a monumental signifier, not just more National Register plaques.





Looking north from Parrish on Church.

Using TTA to Connect Sites and Programs

The planned Triangle Transit Authority (TTA) regional rail system provides an excellent opportunity to help residents and visitors get out and about, linking Parrish Street to other important sites in Durham. Four stations are planned in and near the downtown core.

At Alston Avenue/NC Central (Station #4) the TTA concept plan reads *“Surrounded by residential areas in Northeast Central Durham, this station will provide access to jobs and education. Located just west of the rail bridge over Alston Avenue, it will be connected by shuttle bus to nearby NC Central University and Durham Technical Community College.”*

The Downtown Durham (Station #3) *“... will be located over Chapel Hill Street between the Liggett Myers complex and the American Tobacco development. From this station, which will be linked to Durham’s Multi-Modal Center, passengers will be able to catch Amtrak trains and local and intracity buses. The shops and restaurants in Brightleaf Square and downtown are nearby, as is the Durham Bulls Athletic Park.”* Downtown Durham Station #3 is within five minutes’ walk of Parrish Street.

Ninth Street, Station #2, connects *“...the shops on (Ninth) Street, Erwin Square, Duke University’s East Campus, and the Old West Durham neighborhood...”*

Station #1, Duke Medical Center, serves *“...Duke Medical Center and VA Hospital employees, patients and visitors, as well as Duke students and nearby residents...”*

“...will be able to use this station, located on Elba Street, just east of Fulton Street. Duke’s main campus, Cameron Indoor Stadium and Wallace Wade Stadium (the John Hope Franklin Center and Mary Lou Williams Center) will all be just a short shuttle ride away.”

The City, DCVB, DDI and many other groups would benefit greatly by promoting rail service as the preferred mode of transport for residents and visitors alike: fewer private automobiles; less congestion; less parking; introducing residents (and students) to the transit system and reducing the number of confused tourists trying to find their way around Durham.

There are precedents for promoting transit use for tourism – regardless of the fact that the “tourists” may be residents or visitors.

Washington DC’s MetroRail is generally recognized as the country’s best urban rail system. MetroRail serves local commuters and offers convenient access to many hotels, Union Station, Washington National Airport and most tourist destinations. System maps, available at every station, use a pictograph system showing the Capitol, the White House, the Smithsonian and other major destinations; it also shows the nearest MetroRail station. MetroRail “farecards” allow unlimited ridership for one trip, one day and up to seven days.

Portland Oregon’s Tri-Met Light Rail MAX system (very similar to the Triangle’s proposed TTA system) serves the downtown, convention center area, regional suburbs and Portland International Airport. Portland has a “fareless” (or free) area that includes most of the downtown; it was

recently expanded to include the convention center area and the Lloyd District retail area. Tourists are encouraged to stay at downtown hotels and use light rail lines, bus lines and a streetcar line to for free transportation around downtown.

San Francisco has many transit providers including two train services, BART and CalTrain. BART serves both San Francisco International and Oakland International airports, allowing visitors to get to their hotels without renting cars. In and around San Francisco, tourists use BART, the MUNI bus system and the famous cable cars. The MUNI bus system sells multi-day passes offering unlimited rides on one, three, five and seven day passes. These are marketed to the region’s tourists.

Other cities use trolley or streetcar lines to serve downtown areas and attractions.

Tampa’s recently-opened electric streetcar line serves downtown hotels, the convention center, ice hockey and concert arenas, the Florida Aquarium and Ybor City’s historic district. Cash fares are collected at each stop, but multi-ride cards and unlimited ride cards for one, three and thirty days are also available. Three-day unlimited ride cards are purchased by the Tampa Bay Convention & Visitors Bureau and partner hotels to be sold (or given) to visitors and conventioners.

Memphis’ trolley loop serves downtown, the Mississippi riverfront, hotels, attractions, sports stadiums, major theaters, the convention center, the city bus terminal and the Amtrak station. Fares are collected in several ways including cash fares on board

each trolley, prepaid trolley passes of various amounts and unlimited ride passes for one to three days and one to six months. Trolley passes are often distributed to conventioners in their conference packages. Thus, there are several ways to collect fares or allow fare-free travel in downtown areas. Variations of these methods could be adopted for Durham.

Currently, TTA plans on-board ticket inspections. This makes it very easy to offer a fare-free zone in Durham (simply put, there's not enough time to collect tickets between the four Durham stations). Another approach would be providing passes that are good for (one-day or multi-day) unlimited rides between the four Durham stations only. These could be provided to visitors and conventioners by hotels and DCVB.

Large pictograph maps at every station, free hand-held maps and an excellent wayfinding system throughout the downtown can enhance transit use by tourists (and residents). Both Philadelphia and Washington have well-coordinated wayfinding signs.

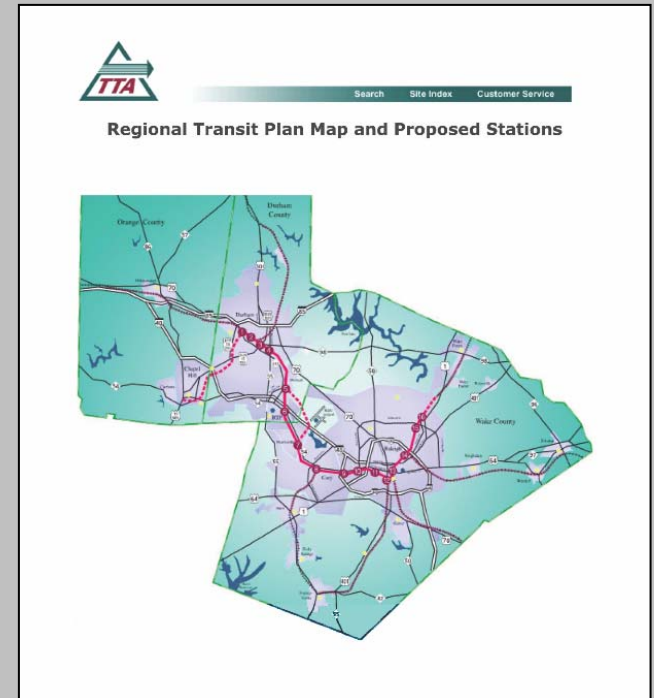
A Few Words about Parking...

Very few heritage initiatives have developed serious concerns with parking the private automobile. In almost all cases, the initiative strives to bring more residents and visitors to existing places – to repopulate and reestablish neighborhoods.

However, in downtown Durham's most recent parking study, on-street parking

areas on and near Parrish are among the most heavily utilized spaces in the City. As Parrish is reestablished, plans to place meters on the Street are critical to provide short-term parking for tenants, shoppers and visitors. Meters with one-hour maximum limits will significantly help balance supply and demand. For off-street parking near Parrish, public and private lots and garages should be "over leased," instead of providing a specific space to a specific car. This typically allows an effective lease-use rate of 110% to 135% of true capacity.

Downtown Durham has thousands of vacant off-street spaces during peak hours. Better parking management will allow these spaces to be used more efficiently and move long-term parkers off of the streets, thereby increasing parking supply for short-term parkers.



Track Three: Funding

Perhaps the biggest stumbling block in most heritage development initiatives – after determining the story and its potential national significance – is securing start-up funding for staff, early action projects, basic office operations and first efforts at marketing and communications.

Tasks associated with raising capital and operating funds to support Advocacy Group efforts never end. Grant funding cycles, changing donor profiles, new interests from corporate players, revised eligibility criteria and emerging state and federal programs all make for a steady stream of activity. As shown in the Timeline chart, it's very important that the Advocacy Group develop a rhythm of identifying prospects, making "pitches" and grant applications, critiquing presentations and collateral material and refining the approach – all the while, remaining flexible enough to pounce on new opportunities.

Start-Up Funds

Durham and Parrish Street are very fortunate that start-up funds have already been identified to advance this Action Plan. First, there is an annual income stream of roughly \$200,000 from the Parrish Street "set-aside," a 2001 City Council initiative; second, there is an FY2004 \$200,000 grant from Congressman David Price toward work on implementing Parrish Street.

Experiences in other National Heritage Areas suggest that this public-sector war

chest can be matched quite readily through grants and loans from private and non-profit partners interested in the overall success of Black Wall Street – or in the success of one of the initial ventures: the Museum Without Walls, Parrish Street Shops; Durham Common Room; the Equity Alliance. (It's a very good idea to become accustomed to matching each and every public-sector dollar with at least one private-sector dollar; this is the basic formula that Congress expects to see in all National Heritage Areas. In practice, a rule-of-thumb is to strive for eight private-sector dollars for each public-sector dollar.)

Indeed, if the formula of "set-aside" plus federal grant (\$200,000 + \$200,000) is matched on a one-to-one basis (another \$400,000), the Advocacy Group will have an initial, annual budget somewhat above the national average for start-up heritage development initiatives. (Recent first year start-up budgets for other budding NHAs range from a modest \$150,000 in Kansas to an aggressive \$377,000 in Pennsylvania – each without implementing early action projects such as a mock-up of the Museum Without Walls.)

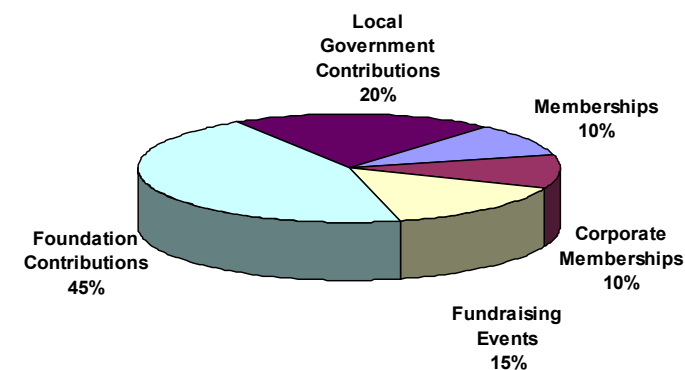
An aside... Two other initial stumbling blocks might be avoided in Durham as well: staffing and partner organizations. There is a wealth of local talent ready to be tapped for staffing and partnering. Prospects include the Chamber, DDI, DCVB, OEED and Self-Help. Also, there are great human resources and expertise at Duke, Durham Tech and NCCU (as well as Elon, NC State, Shaw and UNC-Chapel Hill).

Project Development Funds

And then there's "...implementing on-the-ground" early action projects. Finding the funds to implement Parrish Street's first programs – quick, inexpensive, highly visible changes – is one role of the Advocacy Group's funding committee.

Most heritage initiatives (and all NHAs) rely on both traditional and innovative fundraising techniques to develop and sustain their programs. Techniques include annual campaigns and events (usually to match and surpass federal monies), technical assistance fees (for working with partner organizations and fledgling groups), earned-income programs (anything from tour guides to soup), memberships, license fees, real estate development fees, local (and regional) self-taxing formulas, corporate and foundation donations, shares of bed taxes and admission fee taxes... some of the same techniques suggested in the Cultural Master Plan.

Sample Typical Income Distribution



Private Sector

Funding from Foundations

The pie chart shows that 45% of typical heritage initiative funding comes from foundations... many of them locally-based or theme-specific. Needless to say, members of the Advocacy Group and Durham's political, cultural and social leaders know (much better than anyone) what foundations to ask, for how much and when at the local level.

However, a quick scan of The Foundation Directory at the Durham County Library (or <http://www.guidestar.org/search/index.jsp> or for \$25 from www.amazon.com/books; order the newest edition) reveals a variety of potential funding sources under "Durham," "North Carolina," "economic development," "minority issues," "history," "heritage," "education," "multi-culturalism" and "tourism." Some of these local foundations – and certainly a few nationals – would welcome inquiries from an organization that seeks to honor the legacy of Black Wall Street while also assisting downtown and city-wide economic renewal.

Foundations look more favorably on applications from two, three or more parties – start-up partnerships. The Advocacy Group must select projects and think about other parties that might become involved to share the risks and the rewards.

Corporations and Major Non-Profits

Similarly, Durham's leaders know best who to ask for local corporate contributions – and there is a great supply of corporate presence in the region. (Never forget that

Research Triangle Park is primarily a Durham invention, situated mainly in Durham County). As well, local leaders seem to know players at national corporate headquarters and in major national non-profits. Combine efforts with other groups and ask for more funds; tie program development funding to corporate marketing efforts; ask for multi-year underwriting; make room for corporate identities and logos on exhibits.

Public Sector

There are at least four public-sector programs that the Advocacy Group's funding committee must thoroughly investigate. (Using all four would be ideal.)

Community Development Block Grant Funds (CDBG)

Currently, the most accessible source of funds for Parrish Street is the Community Development Block Grant program. Durham is an "entitlement city" and receives a substantial amount of CDBG funds from the federal government each year. These funds are awarded to projects and organizations at the City's discretion – provided that standards and guidelines imposed by the Department of Housing & Urban Development (HUD) are met. Primary HUD guidelines require that CDBG funds provide jobs and/or housing for low- to moderate-income residents and/or that the funds provide infrastructure improvements in areas with a substantial low- to moderate-income population. Almost any program on Parrish Street meets these guidelines. Earmarking a

negotiated level of CDBG monies for Parrish annually – and adding a matching funds requirement – is an excellent way to generate interest among donors, developers and property owners as well as attract new partners.

Designation of Parrish Street as "blighted" – a double-edged sword – makes Black Wall Street eligible for additional federal funds (including more CDBG funds). An official survey is required to determine if Parrish Street meets "blighted" criteria.

Community Development Corporations (CDCs)

There are already three locally-chartered CDCs operating in the immediate area: Hayti CDC; Self-Help CDC; United Durham, Inc. CDC. These three, plus several other local groups (including DDI and DCVB) and statewide nonprofits (including the North Carolina Institute for Minority Economic Development) should be brought to the table to investigate creation of an umbrella CDC specifically for Parrish Street... or at least a strong implementation partnership.

A new Parrish Street CDC would be established through an act of Durham's City Council. Upon formation, the Parrish Street CDC would identify a governing body (perhaps the Parrish Street Advocacy Group) to make decisions, guide redevelopment of the area and apply for funding from a variety of federal and state sources. Typically, a CDC has the authority to develop and implement a plan for the area; it may hire staff and consultants to assist in developing and implementing the

approved plan; it may also acquire property through the power of condemnation to carry out the plans.

Much of a CDC's power rests in its community focus and community leadership. It carries out plans that result from community consensus – not necessarily the same plans derived by City Hall. Businesses and property owners, residents, tenants and groups advocating historic preservation, economic development, cultural resources, the arts, tourism, etc., have a real voice (and added measure of buy-in) in the formation and direction of a CDC. This usually results in a more successful renewal effort.

Even though there is separation between City Hall and a CDC, there is real need for close relationships between them: first, much of CDC funding comes from the CDBG program (outlined above); second, the CDC's plans should mesh closely with municipal visions and aspirations for areas neighboring the CDC's jurisdiction.

However, if the CDC's plans are the same as City Hall's – as is the goal for Parrish Street – and if there is inspired, inclusive leadership from the Advocacy Group, a CDC is a very attractive tool for renewal along Parrish.

In the best of all possible Track Three worlds, Parrish Street's start-up funds (totaling roughly \$400,000) would be matched by corporate and foundation contributions. Annual project development funds would begin with the "set-aside," plus CDBG grants managed by the Parrish

Street CDC, and matching amounts leveraged by additional corporate and foundation participation and appropriate federal grant and loan programs.

Looking into "found" space along Parrish and unveiling a statue



Track Four: Marketing and Communications

It seems that very, very few people – even North Carolinians and Durham residents – know much about Black Wall Street. When given the three-minute “elevator speech,” they’re surprised that this nationally significant story of African American success is almost hidden; they want more information; many want to go to the place and learn more.

That’s both the bad news and the good news: hardly anyone knows the story; when given a little information, they want to learn more. (How many Americans really know the stories behind *Bleeding Kansas* or the *Atchafalaya* in Louisiana or California’s *Redwood Coast*? More should, and will, as these places become National Heritage Areas.)

Then, the first job in marketing and communications is getting the message out – telling everyone that something important happened here while also letting everyone know that something big is about to happen here.

The second job involves identifying target audiences, understanding how to reach them, preparing for the secondary audiences and making sure that visitor (and resident) expectations are met and, hopefully, surpassed on Parrish Street.

More challenging, sophisticated and costly marketing and communications projects can

be put on hold until the basic message is known – and understood – locally.

Local Marketing and Communications Comes First

Communicating why people in the Durham region should support the Parrish Street initiative entails tailoring information and delivery systems to several key, local audiences, starting with the following (and just about in this order).

1. Parrish Street Advocacy Group members – Does each member know and understand the whole story? Is it the *same* story? (Refer to the first element in Track One.) There are discussions about preparing a short and concise brochure on Black Wall Street for mass distribution. The Advocacy Group also should consider developing a ten-minute presentation for delivery to anyone and any group... this could be the start of a speaker’s bureau.
2. Existing partners and downtown residents – Is *every* member of ABCD, the Chamber, DDI, Durham Arts Council, DCVB, Historic Preservation Society and St. Joseph’s Historic Foundation (among many others) aware of the opportunities, their potential roles and the benefits to their organizations?
3. Potential partners and organizations engaged in complementary activities – Are downtown’s and Durham’s support organizations on the same page? Are all the schools – Duke, Durham Public Schools, Durham Tech, NCCU – aware

and involved? It’s important to enlist cultural groups, service clubs, developers and realtors, business support groups, hotel and restaurant associations, arts alliances, educational institutions and professional associations. Inform them! Use the speaker’s bureau. After all, this is a major piece of Durham’s legacy. The Advocacy Group must become responsible for keeping a large roster of participants and new stakeholders informed and active in perpetuity. Every project and every contact creates an administrative and communications obligation. And this is a great way to build a strong volunteer base.

4. Elected and appointed officials – Celebrating our history for economic gain ought to be part of every election campaign and a stated public policy.
5. Residents of surrounding neighborhoods, business operators and their employees, students, property owners, tenants and others – Make sure that everyone with a personal stake in Parrish Street’s, downtown’s and Durham’s future success has a basic knowledge of the history and the program.
6. Representatives of new business markets that could be induced to invest in Parrish Street – This includes retailers, restaurateurs, hoteliers, artisans, developers and companies who just might relocate to Durham... and Parrish Street.

Outside of the Advocacy Group... Some marketing and communications tools include a speaker's bureau, public meetings and updates, monthly newspaper columns in the *Carolina Times*, the *Herald-Sun*, the *Independent*, *Triangle Tribune* and the *News & Observer*, a regular Parrish Street newsletter and a Web site. Radio and television stations are always looking for up-beat, local stories.

Within the Advocacy Group... protocols for regular communication, representing the organization's activities to others and record-keeping will help keep the Parrish Street NHA designation process on track. Establishing a system for notifying members of upcoming meetings, keeping minutes, providing financial and other reports (in advance), fulfilling follow-up information promises, maintaining and managing contact lists are all critical functions that are easy – and hazardous – to overlook.

Customizing both information and delivery systems for each audience is crucial. For example, economic development practitioners and elected officials may want detailed measurements describing success in quantifiable terms such as a fiscal impact analyses. Retailers may appreciate weekly e-mails updating them about local activities – upcoming conventions, sporting events and cultural performances – that affect their customer profiles (whereas local residents might deem this service to be a nuisance). A newsletter can be an inexpensive way of keeping the broad constituency informed.

The Advocacy Group also has an obligation to inform its members and partners about best practices elsewhere. Increasingly, NHA management entities are looking at best-practices in other NHAs. Advocacy Group members might tour other downtowns in NHAs such as Salem and Boston (the Essex NHA and the Freedom Trail), Kansas City's 18th and Vine, Akron and Cleveland (the Ohio & Erie NHA) and Woonsocket and Providence (the Blackstone NHA). Sharing best practices gives supporters confidence that the Advocacy Group's recommendations are Durham-specific adaptations of techniques proven successful elsewhere

Local residents must understand why Parrish Street deserves this level of effort and investment. To reach the region's residents, the Advocacy Group should cultivate relationships with reporters, newspaper editors, TV and radio broadcasters and their own media channels and contacts. A weekly guest column is one tool to help residents appreciate the Parrish Street story and develop a base of support. Some NHAs attract new volunteers, partners and projects through ongoing media coverage as well as identifying important documents, photographs and other artifacts saved by community members.

Keeping partner organizations in the loop is critical to ensuring their ongoing support and cooperation. Outreach tactics can include:

- ❑ Setting the expectation that Advocacy Group members are personally responsible for reporting back to their own sponsor organization;
- ❑ Holding quarterly round-tables;
- ❑ Creating opportunities for one-on-one feedback, at least annually;
- ❑ Ensuring VIP treatment at ribbon-cuttings and other inaugural events;
- ❑ Cooperating with partner planning efforts to identify opportunities for mutual support.

Since enabling Parrish Street to reassume its prominence in downtown Durham's fabric entails both physical revitalization and interpretation, the Advocacy Group will find itself brokering relationships between organizations focused on each. For optimal results, these interests will need to learn how to work together and appreciate what each other offers... for example, an idea with surface simplicity – say, street planters featuring tobacco – could quickly involve the City of Durham's Public Works Departments, building owners, tenants, garden clubs, artisans and historic preservation interests requesting the use of heritage seed stock. Incorporating exhibits and other interpretive elements into the streetscape or individual structures would be more complex... for example, using a façade, window display case or storefront as an exhibit tool would involve even more actors and require extensive decisions regarding short- and long-term responsibilities.

The Advocacy Group's communications practices will be a huge determinant of its ability to facilitate these relationships and ensure that each building within the Parrish Street NHA works well as both an investment and within the interpretive framework as a contributing resource.

Marketing and communications are jobs that are never completed. The Advocacy Group must constantly get out its mission and its accomplishments to decision-makers and the general public. Some jobs, such as an identity package and "branding" are clearly for specialists – and some work has already begun by the DCVB. Other jobs, such as newsletters are best-suited as staff functions – especially if templates can be developed. However, many marketing and communications jobs are suited for leaders of the Advocacy Group: meeting with editorial boards; talking with elected officials. For all tasks, there are excellent (and short) training sessions offered by public relations and lobbying professionals.

At right, looking west on Parrish from Mangum.



Appendix A: Behind this Effort on Parrish Street

Appendix A condenses an eight-month study process into one page (more-or-less). Overly simplistic? Indeed! Could the one page begin to address any one (of several thousand) details? Absolutely not! For more background information, please call OEED or the consultants. Contact information for all parties is listed in Appendix H.

In 2002, the City of Durham's Office of Economic and Employment Development (OEED) convened a series of community meetings on the future of Parrish Street. What *should* be done to commemorate a significant part of this City's history? What *could* be done to bolster this important place in the middle of downtown? What kinds of actions on Parrish would benefit other parts of the downtown?

Over 200 individuals participated in the several meetings. Consensus indicated that action – *some* kind of action – must be taken if the heritage of the place was to be preserved and the heritage potential leveraged to help reestablish Parrish Street.

An informal "Parrish Street Commemorative Committee" was formed. By early-2003, the Committee influenced the City and OEED to develop a proposed scope of professional services. A public Request for Proposals process was begun in March, 2003.

Throughout May and June, members of the Commemorate Committee reviewed submissions and interviewed candidates for this consulting assignment. By September, an eight-member consulting team of heritage development specialists, headed by Heritage Directions LLC of Asheville, was hired to prepare an "action plan" for the Street. Members of Heritage Direction's team are identified in Appendix H. Individual team members are based in Durham, Asheville, Chicago, Phoenix and Tampa.

Heritage Direction's contractual assignments have been conducted over about eight months and include the following eight items.

1. Initiation: Background review; pertinent information; task clarification; getting "smart" about Parrish Street and Durham.

2. Physical and Thematic Orientation: Physical and historic character; is there a "story" and what is the story? Durham's development and tourism trends; National Heritage Area potential; partnership potential.
3. Key Person Interviews: One-on-one and group interviews with the people who really know the story... and those who might help tell it. Over 100 were involved in this process.
4. Options and Strategies – Probable Alternatives: A range of strategies and actions; starting points; ready partners and probable funding sources.
5. Stakeholder Summit #1: Discussion of the implications and impacts of each probable alternative.
6. Options and Strategies – The Preferred Alternative: Strategies and refinements; early actions.

7. Stakeholder Summit #2: Outreach to explain, explore and enlist partners and resources.
8. Final Report: Summary of these eight tasks and the final action plan.

Since March, 2004, OEED and Heritage Directions has been working with the Parrish Street Advocacy Group, a coalition of twenty-nine Durham leaders who agreed to manage the Action Plan – *A New Era on Parrish Street* – through the next steps. These energetic and dedicated people are listed in Appendix H.

At right, looking west on the 100 block of West Main Street.



Appendix B: Parrish Street's Story & Themes

Appendix B is an extremely brief sample of what the Parrish Street Advocacy Group and Durham might expect from a comprehensive study of Parrish Street by the National Park Service – if Durham decides to pursue designation by Congress as a National Heritage Area. Some paragraphs found below are repeated from earlier sections of this report. These paragraphs are included again to demonstrate the difference between a “story” – Black Wall Street – and the contextual “themes” within that story.

A National Heritage Area's quality (and economic success) depends on the “story” that helps people understand what lends this place significance, why it's important to know and value this place and, then, incorporate this knowledge into their everyday lives. Parrish Street's story is linked not only to Durham's local and regional development, but also to the important national context in which that story grew.

The National Park Service has developed a very effective and useful system for identifying, first, a major story line – the overarching reason that a place has national significance – and, second, “themes” within that major story line – causes, effects, impacts and consequences. In this manner, visitors are given an overview and, at the same time, gain a deeper appreciation of *all* the people, *every* physical resource and the sometimes-subtle cultural implications of our nation's history.

Parrish Street tells one story and it has at least three “themes;” one of them also sets the stage for telling Durham's story.

For Durham's Parrish Street, the major story line is Black Wall Street – how a relatively small group of men imagined, built and sustained an economic base that includes The NC Mutual, M&F Bank, Mutual Community and many other financial institutions. In turn, these institutions fueled the development of Hayti (and other areas) as a strong, stable business and residential neighborhood.

But none of this would have been accomplished without money from tobacco. This crop underlies Parrish Street and, hence, is one of the “themes.” In no small measure, tobacco is also Durham's major story line (one of the reasons that the consultants suggest consideration of two National Heritage Areas for Durham in *An Introduction to Parrish Street*.

Therefore, the first “theme” in Black Wall Street's story is...

Tobacco: Forging Durham's Place in the World.

Similarly, as economic power grew within the Black community – due to the strength of the financial institutions, occasioned by money from tobacco – there naturally emerged calls for social equality as well. This provides the second and third “themes” in Parrish Street's story...

Durham: The Staging Ground at the Forefront of National Debates

Durham's Cultural Encounters: Never Simple but Always an Example for the Nation.

Parrish Street's Story: One Story; Three Themes

The story of Parrish Street spans the period that began shortly after the Civil War and continues today. Understanding the evolution of business on Parrish Street enables people to understand diverse cultural encounters within the larger framework of national economic, social and racial exchanges that occurred throughout America during the 19th and 20th centuries – and that still occur today. Parrish Street's structures and streetscapes stand as reminders of an incredibly important part of American history that is not duplicated in any other city. The Street today is a backdrop. With appropriate actors (**Track One**), scenery (**Track Two**), directors and producers (**Track Three**) as well as publicity (**Track Four**), Parrish Street will be ready to tell a nationally significant story.

Parrish Street illustrates the social and economic forces which, coupled with visionary action and leadership, led to a concentration of African American financial institutions. The economic power of Parrish's business community informed cultural encounters across Durham's diverse population for decades. The spirit and success of entrepreneurs here helped create a parallel "separate but equal" Black community. That community could almost balance (some would say "threaten") the economic, social, political and educational advantages largely available only to the White community. This did not happen in any other American city.

Events that played out on Parrish Street reached far, far beyond Durham's borders to help shape the very basis of our national character. Durham provided an example of success for African American enterprise and determination elsewhere.

As is often the case with "examples," much about the specific people, their activities and struggles and the hard-won battles are lost in the retelling. The story becomes simply... "Well, they did it in Durham. Why not *here*?"

Parrish Street's story reflects and influences the larger histories that created what is now Durham, North Carolina. Components of Parrish Street's story and the back-and-forth impacts on Durham – and the nation – include...

- ❑ tobacco and its profound effect on Durham's development. Some of the earliest tobacco warehouses were established on Parrish; African American laborers made tobacco pouches, staffed the tobacco liveries, helped cure tobacco and worked in the factories;
- ❑ the concentration of African American financial enterprise within the two-block area on West Parrish known as Black Wall Street. Parrish Street was the home of The NC Mutual, is still the site of M&F and Webb-Patterson and is one of the first locations of choice for today's African American entrepreneurs;
- ❑ building common purpose among African Americans, devising resourceful

organizations. Parrish Street's power helped unite the community for sit-ins and demonstrations during the Civil Rights struggles of the mid-20th Century.

Parrish Street – from its Black Wall Street hey day through the 1960s Civil Rights struggles to its decline and now toward its renewal – demonstrates changing notions of equality, diversity and success. Rightly or wrongly, Americans tend to view "equality" through an economic lens: if you work hard and achieve certain levels of success and financial parity, you are "equal;" once you are economically "equal," then it's all right to talk about "diversity."

Parrish has undergone periods of both boom and bust, demonstrating the irony inherent in how the success of integration led to the decline of historically Black business districts.

Durham's history speaks of both African American and White economic development, growth and change in the center of the downtown; its life today tells of other emerging histories like the Hispanic and Asian entrepreneurs now opening small businesses nearby. All vital elements of these histories are part of the story to be told on Parrish. Any interpretive activities along Parrish Street must pay respect to all the people, places and events that occurred there.

Three themes stand out in telling the nationally significant story of Parrish Street.

The 1st theme in Parrish Street's story is...

Tobacco: Forging Durham's Place in the World

As cited in *An Introduction to Parrish Street*, Durham rose to national attention immediately following the Civil War. The excitement surrounding Durham in the 1870s stemmed from the new industry arising from Union and Confederate troops' discovery of bright leaf tobacco's sweet flavor. Tobacco defined Durham for the next century. Parrish Street gave rise to Duke, Parrish, Mangum and other tobacco warehouses and liveries. Durham's love affair with tobacco grew and prospered in the skillful hands of the Duke family and many others. The City's association with tobacco continued absolute and unchallenged for over 50 years.

Tempting though it may be, the Heritage Directions team did not explore tobacco to any greater extent. However, as noted in the section **Durham Common Room in Track Two**, tobacco provides an excellent starting point for many groups to begin investigating a Durham History Center – one of the major recommendations in the Durham Cultural Master Plan.

The 2nd theme in Parrish Street's story is...

Durham: The Staging Ground at the Forefront of National Debates

As tobacco became Durham's economic mainstay (and as African Americans in Durham accumulated wealth from tobacco), a national debate was taking place between Booker T. Washington and W.E.B. DuBois.

Is "...a solution of the race problem" one of assimilation and equality or is it one of separatism and solidarity? To a great degree, both sides of this debate played out on Parrish Street.

- ❑ Washington's philosophy of work and money as a means for dealing with the dynamics of race relations emphasized the Negro's need to work with dignity and to prosper financially by following the example of the White business world. Washington believed that this would raise the African American race in the eyes of White society and lead to social assimilation and economic equality of the races. M&F Bank, Mutual Community, furniture stores, a printing company, a seed store, tailor shop, haberdashery, drug stores and other African American owned businesses – here, in Hayti and beyond – could be said (arguably) to follow Washington's philosophy.
- ❑ On the other side of the debate, W.E.B. DuBois rejected what he thought of as the crudeness of the White business-oriented model that Washington readily accepted. Instead, he proposed an African American business model based on a dual purpose of business and mutual aid, combining the finest qualities of African Americans in entrepreneurial success with solidarity of purpose for the African American community... all within a pluralistic society. On Parrish Street, The NC Mutual could be said (again, arguably) to follow DuBois' model.

Both models thrived amidst the White owned and mostly segregated businesses in the heart of Durham's downtown area. This example of Durham's ability to foster and sustain both Black and White businesses in the same downtown district may speak to this community's commitment to the success of the whole... regardless of social or cultural custom.

Yes, almost all American downtowns had White areas and Black areas, but they were separate and distinct. Yes, there were Black-owned businesses (sometimes) scattered in the White areas, and vice versa. However, Durham is the only place where a "Black street" sits squarely in the middle of the White dominated business district. An accommodated and customary side-by-side coexistence (in some instances, cooperation too) was unique in Durham's downtown. In large measure, it still is.

The 3rd theme in Parrish Street's story is...

Durham's Cultural Encounters: Never Simple but Always an Example for the Nation

Viewed from afar, Durham was touted to the nation as a model for positive racial interactions. "*Wait until you get to Durham, Dr. Washington...*" The outstanding success of Parrish Street's African American financial institutions, flourishing in the middle of the city's White business district, helped create *Black Wall Street*. Some argue that it was necessary for African Americans to establish a separate business community because they were not

welcome in the White business world. Others see a Black Wall Street as an answer to entrepreneurial successes through solidarity of purpose.

From the end of the Civil War to the struggles of the Civil Rights movement, Durham's Parrish Street was an example for others to follow: Parrish Street was real; lessons could be learned here and exported to other cities. Also because it was real and had economic power in its own right, Parrish Street helped drive the energy in the national Civil Rights agenda, resulting in some of the most painful cross-cultural issues that ever faced America. From the Civil War to the KKK, from Jim Crow to Civil Rights, from segregation to integration, the struggles have all played out on Durham's Parrish Street.

And because this African American district is right downtown, everyone could witness what happened each day. Moreover, the economic power of Parrish Street made the outcomes more immediate, more public and, thus, more meaningful.

Even today, as Durham hosts a relatively new Hispanic culture, the rich local history affords the city an array of "lessons learned" that it can draw on to help face new cultural encounters. This adaptive spirit gives testimony and truth to Durham's unwavering commitment to "get it right" (as one Advocacy Group member said) – regardless of the struggle. Durham has consistently refused to give up the fight... "we never quit," said another Group member. Truly, Durham is a *New City of the South*

(rightfully touted in the Downtown Durham Master Plan), a model for how diverse cultures can come together and flourish, no matter how difficult it may be or how big the obstacles.

Parrish Street's economic power helped elevate its leaders to the level of national spokesmen and women. These leaders had played important roles in Durham. They had made Durham a national example. These leaders helped bring Durham's lessons to the nation.

Parrish Street's economic contributions to Durham did not develop in isolation from the rest of Durham's central business district. The interplay of cultures, finance, politics and business gave rise to an economically vital (if not socially healthy) business district.

In its quest for economic viability, Parrish Street's concentration of African American businesses was unsurpassed by other larger cities in the nation. As a place for encountering and struggling with issues of racial conflict and social accommodation, Durham and Parrish Street illustrate the power of never settling for less than what the nation has promised to all of its citizens.

Part of Parrish Street's strength for the future lies in the strength of its history. Informed interpretation of all the people, places, events and effects of Parrish Street can bring visitors and residents back to Durham's downtown and keep this city in the forefront as a national model for heritage preservation and enhancements.

National Heritage Area Designation: What Parrish Street Stories Qualify?

When one industry provides the life-blood of a place and, at the same time, influences American culture in important ways, the story of that place could be thought of as nationally significant. While many National Heritage Areas showcase a single industry or resource – for example, automobiles in Detroit (*MotorCities NHA*), Chicago's canal (*Illinois & Michigan*), agriculture in Iowa (*Silos & Smokestacks*) and Pittsburgh's steel (*Rivers of Steel*) – it doesn't necessarily follow that a National Heritage Area must rely on only one story or claim to fame.

Somewhat surprisingly, there is no NHA devoted to the story of tobacco – its history, first uses, cultivation, mystique, health effects, alternate uses, etc.; it is one of the most alluring and troublesome crops in American history. However, it's also true that no NHA celebrates African American (or any other minority's) achievements in finance, community building, employment and business, education and national leadership – all stories that share equal claims for national attention.

Durham has an opportunity to pursue national status for two stories – Black Wall Street and tobacco. (Pennsylvania has already set a precedent for two separate NHAs that overlap thematically and geographically.) The geographically more compact story of Black Wall Street – with 'tentacles' to Hayti, NCCU, Duke and beyond – should become its own NHA. The geographically larger story of tobacco (there are already murmurs in Washington about a North Carolina-to-Virginia NHA celebrating tobacco) could be an overlay on the Black Wall Street NHA.

Appendix C: A Briefing on National Heritage Areas

Following the “story” and “themes” rationale outlined in Appendix B above, Appendix C outlines the process and the steps necessary to undertake in becoming a National Heritage Area. Products outlined in Appendix B would result from work by National Park Service staff or a consultant. Products outlined in Appendix C are primarily the responsibilities of (or are overseen and monitored by) the Parrish Street Advocacy Group, its staff, partners and other community volunteers.

In the past 20 years, 150 American communities have embarked on a path toward possible National Heritage Area (NHA) designation. Already, 25 of these places have been designated by an official act of Congress because of their nationally significant stories, extraordinary levels of local support and tailor-made partnerships. (See the text box on page 58.) These 25 NHAs exist in 16 states, with more than 45 million Americans living in the “boundaries,” often fluid lines that may include part of one local jurisdiction or may spread across two (or more) states. Over 25% of federal congressional districts (111 of the 435) contain a NHA.

Communities pursue National Heritage Area designation for different reasons.

For some, designation by Congress is a process to establish a better community – vibrant Main Streets, solid historic

neighborhoods, superior recreational offerings, more local entrepreneurs, more jobs, more independent artists... a true sense of place.

For others, quite bluntly, the goal is federal funding. NHAs designation confers the right to qualify for up to \$1,000,000 per year for ten years. All federal dollars must be matched on a one-to-one basis. Matching dollars may include contributions from individual or corporate supporters, grants from foundations or local/state government sources and many types of in-kind contributions. According to the Alliance of National Heritage Areas, NHAs average about \$8 non-federal dollars for every federal dollar. (The Alliance is about to start a comprehensive assessment of public and private returns on investments in NHAs.)

Still others use designation as a marketing tool for tourism – residents act together to

understand, embrace and enhance unique local cultural, historic and natural assets that attract visitors to see, learn and experience their nationally significant story. (The group of 25 NHAs likes to call themselves “America’s very best places”).

Over time, these motivations tend to merge into one very good reason: places offering a good quality of life attract more visitors and residents; an active, pleasing sense of place often provides the deciding factor in business location and investment decisions, thereby diversifying and sustaining the local economy; a healthy, attractive place draws more residents and visitors... and the motivations continue to reinforce themselves in circular fashion.

Although the federal NHA program is relatively young, some question whether the program has rewarded places that can only offer the full experience of their story over large areas, extensive investments in physical plant and via new interpretation venues: some NHAs use their funding to convert old factories into giant museums, spread a story across a dozen counties and rely on driving tours in the absence of rich pedestrian experiences. Durham, however, offers a concentration of stories and resources. (Remember... “smaller is better!”)

The National Park Service (NPS) is the lead federal agency for National Heritage Areas. In 1999, NPS offered its definition of a National Heritage Area...

A National Heritage Area is a place designated by Congress where natural, cultural, historic and scenic resources combine to form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography. These patterns make National Heritage Areas representative of the national experience through the physical features that remain and the traditions that have evolved in them. Continued use of National Heritage Areas by people whose traditions helped to shape the landscapes enhances their significance.

A “nationally distinctive landscape” includes places where people created nationally important historic events. The definition continues...

...it is the responsibility of the people living within a heritage area to ensure that the heritage area's resources are protected, interpreted and preserved and it is the National Park Service's responsibility to assist them in that endeavor.

NPS' statement includes...

Heritage area designations provide significant opportunities to encourage citizens, local businesses and organizations, and local governments to work together to foster a greater sense of community, to reward community pride, and to care for their land and culture... Heritage areas provide the opportunity to pass on the knowledge and culture of the past to the future...

Probably the most important work that goes on in a heritage area is the organizing that goes on at the beginning of the process. The recognition of important local resources, the determination of a community's unique story, the formulation of a plan involving all parts of a community in how best to protect those resources and to carry on a community's heritage through each generation are the difficult tasks. These are arduous and time-consuming activities, but our experience tells us that through them there are created strong local commitments to the conservation of a community's heritage and its unique resources that help to define communities and result in vital, thriving communities.

Steps along NPS' path to designation include four broad tasks and a check list of ten criteria. After this work is satisfactorily done, the United States Department of the Interior – federal home of NPS – makes recommendations to Congress regarding designation as a National Heritage area. The four broad tasks are:

1. Task One: Complete a suitability/feasibility study;
2. Task Two: Incorporate public involvement in the suitability/feasibility study;
3. Task Three: Demonstrate widespread public support among heritage area residents for the proposed designation;
4. Task Four: Attain commitment from appropriate players, including citizens, their governments, industry and private and non-profit organizations.

As the four task descriptions reveal, designation is a process that does not result in any tangible products per se. Consequently, to both revitalize Parrish Street and tell its story requires deliberate action beyond pursuing designation. The Action Plan in this final report is geared toward both revitalization *and* interpretation. **This Action Plan is designed to complement the NHA designation process.**

NPS lists ten criteria for evaluation of NHAs by the NPS, Congress and the public. Evaluation determines if the candidate National Heritage Area...

1. *features an assemblage of natural, historic, or cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed as such an assemblage through partnerships among public and private entities, and by combining diverse and possibly noncontiguous resources and communities*
2. *reflects traditions, customs, beliefs, and folklife that are a valuable part of the national story*
3. *provides outstanding opportunities to conserve natural, cultural, historic, and /or scenic features*
4. *provides outstanding recreational and educational opportunities*
5. *the resources important to the identified theme or themes of the area retain a degree of integrity capable of supporting interpretation*
6. *residents, business interests, non-profit organizations, and governments within the proposed area are involved in the planning, have developed a conceptual financial plan that outlines the roles for all participants including the federal government, and have demonstrated support for designation of the area*
7. *the proposed Management Entity and units of government supporting the designation are willing to commit to working in partnership to develop the heritage area*

8. *the proposal is consistent with continued economic activity in the area*
9. *a conceptual boundary map is supported by the public, and*
10. *the Management Entity proposed to plan and implement the project is described.*

This final report to OED and the Advocacy Group begins to meet these ten criteria. If Durham and Parrish Street are to pursue designation by Congress, they must maintain energy, focus and – importantly – track progress so the record of achievement is clear. There are two ways to fulfill Task One (complete a suitability/feasibility study).

- ☐ A local partnership, including the Parrish Street Advocacy Group, the City and the County, could enlist its elected leaders in Washington to prepare legislation authorizing, fully funding and starting a NPS suitability/feasibility study. Legislation could be introduced at any time. Once authorized, the study could be completed in 18 months to three years. Thus, legislation designating Parrish Street as an official NHA could be introduced in the Second Session of the 109th Congress (2006) or the 110th Congress (2007) (At the start of the 108th Congress, about 35 bills to create new NHAs were pending action.)
- ☐ The same group could hire consultants to prepare the suitability/feasibility study following NPS guidelines – perhaps with NPS technical assistance. The cost of a private-sector suitability/feasibility study

is usually \$100,000 to \$200,000 (depending on the amount of information readily available and the enthusiasm and number of local partners) and takes from nine to twelve months. Under this scenario, legislation designating Durham and Parrish Street as an official NHA might be introduced in the 109th Congress, beginning in January 2005.

Thus, Task One (complete a suitability/feasibility study) can be completed in as few as nine months or over three years, costing as much as \$200,000 and as little as \$0, if funded by Congress.

At its most basic level, a suitability/feasibility study answers four questions:

- ☐ Is this story “nationally significant?” The Heritage Directions team very, very, very strongly suggests that the answer is unequivocally “yes”;
- ☐ Is this story being told elsewhere? We strongly suggest that the answer is “no.” The only other places that may have any claim *at all* on Black Wall Street – Chicago, Richmond and/or Tulsa – are not pursuing heritage development of this story;
- ☐ How can the story be told? The interpretive ideas in Track Two, begin to answer this question. However, this report is not an “interpretive plan,” a term of art in heritage development that means detailed designs for all interpretive elements;

- ❑ Who should be responsible for telling the story, and how? The entire Action Plan (all four Tracks) answers this question, beginning with Track One: Organizing.

On a more complex level, a suitability/feasibility study offers several highly detailed alternatives – including a “no action” option – for consideration. Each alternative incorporates historic resources and their nominations to the National Register of Historic Places, financial capabilities, partner organizations and management structures, roles and responsibilities, job descriptions... a “business plan.” This is an intense process (which is why congressional approval is a pre-requisite to receiving free NPS consulting services). This is also why the suggestion is made to enlist the help of Duke or NCCU (among others) in preparing a formal “business plan.”

The other three tasks are closely associated with the suitability/feasibility study process.

- ❑ Task Two: *incorporate public involvement in the suitability/feasibility study.* This is started in past (and future) meetings of the Commemorative Committee, the Parrish Street Advocacy Group, public meetings, interviews, news stories, the proposed speaker’s bureau and a mass-distribution brochure. Public involvement and input may continue through open forums (or at the annual State of the City address, at the annual OEDD breakfast, at DDI’s annual meeting, etc.) and the use of at

least two local newsletters – DCVB’s *Durham Bull’s Eye E-News* and the Durham Cultural Plan *Newsletter*. In addition, there should be a NHA Web site and list serve, newsletters, supplements in the mainstream and alternative press, radio and television coverage... outlined in Track Four.

NHAs, NPS & Other Federal Sponsors

Although NPS is the lead federal agency responsible for referring candidate heritage areas to Congress for designation, not all NHAs affiliate exclusively with NPS. Most NHAs receive funding from a variety of federal grant and loan programs, including USDA, HUD, DOD, DOT and others. It may make sense to investigate aligning the Parrish Street National Heritage Area with the Office of Economic Opportunity, Justice, HUD, HHS and other agencies.

- ❑ Task Three: *demonstrate widespread public support among heritage area residents for the proposed designation.* The Heritage Directions team has completed over 60 in-depth individual and group interviews capturing ideas from almost 100 community leaders. Most are keenly aware that a measure of Durham’s national reputation rests on Black Wall Street. There is enthusiasm and passion for a major Parrish Street commemoration. The best way to continue demonstrating support is a series of partnership projects, sharing ideas and resources of local

governments and their agencies... the Chamber, DDI, The Durham Arts Council, DCVB, DDI, property owners, the universities, private individuals and corporations and the State of North Carolina, etc. A few of these ideas are explored in the Action Plan, especially in Track One, Step Four and throughout Track Two.

- ❑ Task Four: *attain commitment from appropriate players, including citizens, their governments, industry and private and non-profit organizations.* Commitment entails both time and funding. To a degree, this is already taking place as community leaders lend their time and talents to Parrish Street. In addition, funding is in place through the “set-aside.” Durham and Parrish Street have the right ingredients.

A few of the 25 existing National Heritage Areas (and most of the 150 current candidates) let their eagerness for designation by the US Congress stand in the way of taking action and accumulating credibility through achievement. National designation is a valuable signifier of quality, but it is only a means to an end. Regardless of the designation process, fulfilling Parrish Street’s promise entails taking action now: form partnerships; prepare to tell the story; spur reinvestment; get ready for visitors. Once again, Durham needs to be different. Durham needs to “get it right.”

Designated National Heritage Areas

- ☐ *Augusta Canal (Georgia)*
- ☐ *Blackstone River Valley (Massachusetts and Rhode Island)*
- ☐ *Blue Ridge (North Carolina)*
- ☐ *Cane River (Louisiana)*
- ☐ *Cache La Poudre (Colorado)*
- ☐ *Delaware & Lehigh (Pennsylvania)*
- ☐ *Erie Canalway (New York)*
- ☐ *Essex (Massachusetts)*
- ☐ *Hudson River Valley (New York)*
- ☐ *Illinois & Michigan Canal (Illinois)*
- ☐ *Lackawanna Valley (Pennsylvania)*
- ☐ *National Coal (West Virginia)*
- ☐ *MotorCities (Michigan)*
- ☐ *Ohio & Erie CanalWay (Ohio)*
- ☐ *Path of Progress (Pennsylvania)*
- ☐ *Quinebaug & Shetucket Rivers (Connecticut and Massachusetts)*
- ☐ *Rivers of Steel (Pennsylvania)*
- ☐ *Schuylkill River Valley (Pennsylvania)*
- ☐ *Shenandoah Valley Battlefields (Virginia)*
- ☐ *Silos & Smokestacks (Iowa)*
- ☐ *South Carolina (South Carolina)*
- ☐ *Tennessee Civil War (Tennessee)*
- ☐ *Wheeling (West Virginia)*
- ☐ *Yuma Crossing (Arizona)*



Appendix D: Key Potential Partners & Funding Sources

Tracks One, Two, Three and Four (as well as Appendices A, B and C) set the stage for creating A New Era on Parrish Street and the National Heritage Area. The information in Appendix D details some of the key players mentioned earlier and suggests other funding avenues.

Key Downtown Not-for-Profit Players

Several non-profits – including three chartered community development corporations (CDCs) – are committed to downtown and near-downtown revitalization. In alphabetical order by full name...

❑ Downtown Durham, Inc. (DDI)

DDI was established in 1993 to be the advocate for downtown Durham. DDI has five program areas: economic development, safety, parking, appearance and promotion. Since DDI's inception, it has helped spur a significant increase in downtown's tax base through development guided by the DDMP. DDI promotes smart growth, respects historic rehabilitation and guides growth to areas with existing public infrastructure.

❑ Durham Convention & Visitors Bureau (DCVB)

DCVB is a Tourism Development Authority (TDA) chartered by the North Carolina legislature to promote tourism in Durham and Durham County. Consequently, DCVB plays a key role in marketing and promotion, shaping the brand and approach to destination development downtown... and beyond.

❑ Hayti Community Development Corporation (a CDC)

African Americans began settling on downtown's southwestern edge after the Civil War and the area became a labor pool for Durham's tobacco warehouses. Hayti prospered and serves as the spiritual home for many African Americans in Durham. Hayti Heritage Center and the Hayti CDC help preserve the identity of the community and lobby for improved commercial and residential areas.

❑ Historic Preservation Society of Durham

HPSD is the community-based non-profit that advocates for historic and cultural preservation. It was a major player in forming the Downtown Durham Historic District – including all of Parrish Street. A membership organization founded in 1974, HPSD conducts tours (including an African American history tour), has named 150 sites to the National Register and maintains an Endangered Property Fund.

❑ North Carolina Institute of Minority Economic Development

NCIMED is a statewide non-profit that represents the interest of under-developed and underutilized sectors of the state's economic base. Its mission is to "*build economically vibrant and socially responsible communities*" by helping to close the economic and entrepreneurial gap in Durham – and elsewhere. Its programs build asset

bases among low-wealth sectors of the population and are structured to foster business, community and educational leadership.

❑ **Self-Help Community Development Corporation (a CDC)**

Self-Help buys buildings in depressed downtown areas – primarily anchor buildings – redevelops them and provides leasing services for small businesses and not-for-profits. Self-Help has invested \$14 million in over 400,000 square feet of downtown office space in Asheville, Durham and Winston-Salem. Self-Help's aim is to undertake projects that are critical to a city's revitalization, but that private developers may find too risky. In downtown Durham, Self-Help is among the top five property owners. Most properties are on or near Main Street.

❑ **United Durham, Inc. (UDI, a CDC)**

Established in 1968 as a for-profit, UDI was owned and operated to produce goods and services that African Americans were asked to avoid buying downtown during Civil Rights struggles. In 1974, UDI became a membership-based not-for-profit community development corporation.

UDI's target area is 14 Durham census tracts, where 80% of the population is Black. It recently launched the North Five Point Project, a low-income housing and commercial development three blocks north of downtown.

Public Grant Programs

❑ **Brownfields Economic Development Initiative (BEDI) Grants**

BEDI provides funds and loan guarantees to clean and redevelop environmentally contaminated sites. BEDI primarily benefits low-income residents in and around brownfields. Funds may be used for acquisition, demolition, infrastructure, housing, job training, business start-up and public facilities.

❑ **Community Development Block Grants (CDBGs)**

CDBG creates affordable housing and jobs. Grantees must develop and follow a plan that provides for citizen participation by low- or moderate-income residents in low- and moderate-income neighborhoods.

❑ **Economic Development Investment Policy**

The City offers grants to help attract corporate headquarters, office buildings, research and development operations, hotels, business incubators, financial institutions and retail operations to downtown. A grant of up to \$2,000,000 may be used for construction, infrastructure, site preparation, façade improvements and demolition.

❑ **Façade Improvement & Mural Grant Program**

DDI manages this grant program to promote development that is physically, historically and architecturally compatible with downtown. After the project is completed and judged to be in compliance with standards, DDI will reimburse up to \$3,000 of the total façade improvement or mural costs.

Public Loan Programs

❑ **Certified Development Company Loans**

Small Business Administration loans are both guaranteed and insured to assist small business in acquiring land and buildings or constructing, expanding or renovating buildings. Some Certified Development Company Loans are administered by Self-Help.

❑ **Durham Commercial Revitalization Program – the Low Interest Loan Program**

The City offers loans for acquisition, construction, rehabilitation and capital equipment. Residential space is not included. Applicants may apply for up to \$250,000 at two-points below prime, for up to 80% of the value of the project.

❑ **Durham Opportunity Loan Program**

A similar – albeit smaller – loan program offers up to \$50,000 with the same qualifications as above.

❑ Economic Development and Growth Enhancement Loans

The Federal Home Loan Bank offers loans for acquisition, construction, renovation and equipment that create permanent jobs at living wages and with basic benefits. 30-year loans are available to small businesses at interest rates of 1% to 5%.

❑ Section 108 Financing

Another non-residential loan is HUD's Section 108. Each \$35,000 in loans must create one downtown job for a low- or moderate-income worker. Acquisition, new construction, rehabilitation and capital equipment are eligible. Interest rates are generally set at "bond" level.

Tax Credit Programs

❑ Development Zone Credits (DSDZ)

DSDZ tax credits are used for data processing and central administrative offices. The credits are eligible on state income taxes or franchise taxes. Credits are distributed based on the

number of full time jobs created and/or worker training. If the project requires new machinery and equipment, there is a 7% credit on costs.

❑ Durham Historic Landmark Property Tax Deferral

Owners of properties designated as Local Historic Landmarks may receive a 50% property tax deferral, if approved by Durham's Historic Preservation Commission.

❑ New Markets Tax Credit

In a proposed federal program, \$2,500,000,000 will be allocated nationwide for credits on acquisition, new construction and rehabilitation in eligible census tracts. Housing is not eligible. Self-Help is a NMTC administrator.

❑ North Carolina & Federal Property Investment Income Tax Credit

The following applies to all buildings in the Durham Downtown Historic District.

North Carolina provides a 20% tax credit for rehabilitation of income producing historic properties that also qualify for

the 20% federal income tax credit. Thus, combined tax credits reduce the cost of certified rehabilitation by 40%.

The state also provides a 30% tax credit for qualified rehab of non-income producing historic structures, such as owner-occupied homes. There is no equivalent federal credit. All work must be approved by the State Historic Preservation Office (SHPO). Only certified historic structures or buildings listed in the National Register of Historic Places qualify.

There must be "substantial" rehabilitation. For income producing properties, rehab costs must exceed the "adjusted basis." For buildings where the "adjusted basis" is less than \$5,000, rehab must exceed \$5,000.

In either situation, expenditures must be made within a 60-month period.

Credits cannot be claimed on acquisition, new additions or site work.

Appendix E: Linking the Downtown Durham Master Plan & Parrish Street

The Downtown Durham Master Plan (DDMP) includes many goals and strategies with salience for Parrish Street. Although the plan addresses the entire central business district, it notes Parrish Street's potential. DDMP sets forth several ideas supported by the recommendations for Parrish Street, including observations that:

- ☐ Main Street will serve as the spine to which other activity districts are linked;
- ☐ Increase density and activity downtown;
- ☐ Create pedestrian friendly spaces, buildings and streetscapes;
- ☐ Accent Durham's historic architecture;
- ☐ Improve circulation and linkages throughout downtown;
- ☐ New housing is needed downtown – upper-story lofts and rentals;
- ☐ On-street parking to serve retail and other short-term parking needs;
- ☐ Physical uniqueness *should direct future redevelopment and revitalization.*

The 1999 market study conducted as part of DDMP identified potential downtown development opportunities. These are:

- ☐ Strong market potential for restaurants and entertainment venues;
- ☐ Limited demand for retail development;
- ☐ Strong demand for office space;
- ☐ Strong potential for housing, with a need for 120 to 180 units annually downtown;
- ☐ Strong tourist market opportunities.

Surveys completed as part of public input sessions during DDMP provided information on public perceptions of downtown: 95% thought historic buildings were the most important element; street lighting was second; 49% didn't find downtown Durham attractive or "interesting." DDMP calls for development in the downtown core, including Parrish Street:

- ☐ A concentration of mixed use development;
- ☐ The introduction of new residential uses;
- ☐ Pedestrian improvements;

- ☐ Streetscape improvements including improved pedestrian linkages, new site amenities, public open space and improved lighting and signage.

DDMP notes that "*physical storytelling of downtown Durham's history is lacking*," pointing out that Durham's history is of national significance. DDMP suggests that Durham's history separates it from other cities and should play a large role in future development. DDMP's goals are:

1. Develop a mix of uses to increase activity;
2. Make the downtown more transportation friendly;
3. Provide a variety of housing options in the downtown;
4. Include the historic element in the redevelopment of downtown;
5. Include a special emphasis throughout the Black Wall Street district;
6. Preserve existing buildings;

7. Develop a “walk of fame” using decorative sidewalk treatments;
8. Use decorative signage in downtown.

The City Center District Development Area in DDMP includes Parrish Street. The Plan posits that a development strategy for this area depends on stabilizing existing buildings. The plan has a strong focus on building retention and encourages development of a destination to interpret the history of the corridor and its

importance to the City. Among the ideas for Parrish Street presented in the plan are:

- ☐ A walk of fame featuring sidewalk plaques;
- ☐ A museum;
- ☐ A center for Black business.

DDMP’s recommendations for stimulating downtown’s redevelopment include:

- ☐ Revise City ordinances and design guidelines to send a clear message about downtown building use and design priorities;
- ☐ Conduct a thorough review and redrafting of the City’s zoning ordinance and design guidelines;
- ☐ Streamline the approval process for downtown projects.



Appendix F: Linking the *Draft* Cultural Master Plan & Parrish Street

The draft Cultural Master Plan (CMP), funded by the County's occupancy tax and administered by the Durham Arts Council. It sets goals, objectives and planning that are entirely consistent with the recommendations contained in *A New Era on Parrish Street*. Both studies relied on approaches including steering committee participation (in the service of different interests, emphases and different audiences.) Both trace paths to economic development by linking cultural and historic resources. As noted, annual "*economic activity generated by the nonprofit cultural sector in Durham amounts to over \$101 million.*"

The CMP's first priority... "*stabilize existing cultural organizations, events and programs.*" This first priority also informs CMP's eight goals:

1. Strengthen organizational structure and build capacity for existing cultural assets... organizations, events, festivals and artists;
2. Use arts and culture to increase understanding and communication among people of diverse backgrounds. (This is a basic reason for reestablishing Parrish);
3. Use Durham's many arts and cultural assets to foster economic development;

4. Improve arts and cultural education for all;
5. Build audiences;
6. Strengthen and diversify Durham's mix of cultural facilities;
7. Sustain and strengthen existing community-wide organizations that support the arts and cultural sector;
8. Build a stronger resource base.

The following bullets paraphrase the major recommendations found in the draft CMP. They comprise a check-list for the Parrish Street Advocacy Group as well ensuring ongoing coordination with parallel efforts and goals.

- ☐ Target cultural programs to specific themes/places, like Parrish Street, with a strong history and heritage orientation. (Perhaps everyone could agree to use Parrish Street as Durham's test case?)
- ☐ Develop a bricks-and-mortar history and cultural Heritage Museum. (This report suggests a "Durham History Center," with the first collaborative steps taken in the Durham Common Room).

- ☐ Develop a shuttle bus system to provide access to various cultural events. (The loops and "surround" radiating from Parrish Street and using four downtown TTA stops is a good start.)
- ☐ Establish incentives for developers and small culture-related businesses to locate or relocate in designated areas; Investigate tax abatements, rental subsidies and/or changes in zoning to promote live/work and joint studio space. (Please consider Parrish Street as a test!)
- ☐ Develop a "cultural economic development committee" through an existing group – DCVB or DDI are examples – to improve communication between business and cultural sectors. (Perhaps the Advocacy Group could help implement this?)
- ☐ Establish a "percent-for-art" program.
- ☐ Establish something like an arts co-op to have shared services for cultural groups. Plan it as an organizational incubator, a Latino cultural center, a youth arts space and temporary spaces for cultural organizations and artists.

- ❑ Recognize that *“Durham’s cultural sector is significantly more mature artistically and programmatically than it is organizationally”* and work on that. (Formal organization of the Advocacy Group, following principles endorsed by the CMP and monitored by Duke and NCCU faculty and students could provide a kick-off.)
- ❑ Incorporate performance and rehearsal spaces of between 100 and 300 seats. (Welcome to the Parrish Street Shops and Woolworth’s atrium!)
- ❑ Help the African American Dance Ensemble establish an “institute” with classrooms, performance spaces, a library and spaces for seniors and youth. (See above!)

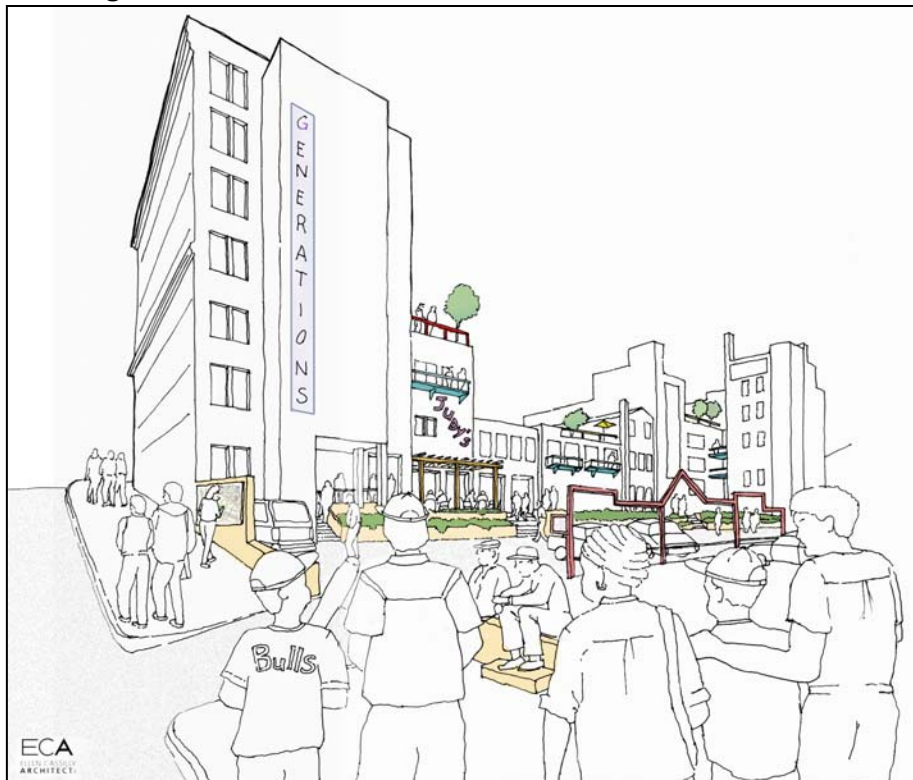
- ❑ Consider a range of support mechanisms for individual artists, including subsidized live/work space, property tax breaks, incubator space, group health and disability insurance and low interest loans.

In addition, CMP urges consideration of the following:

- ❑ Admissions tax on tickets, entry fees, CDs and tape and video rentals;
- ❑ User fees on certain activities;
- ❑ Property tax surcharges, requiring re-approval after a set number of years. (Parrish Street might pioneer these efforts in Track Four.);

- ❑ Developer fees on projects over a specific valuation, manifested as on-site art or programs. (This is The Museum Without Walls!)

Looking north from American Tobacco at Ramseur



Appendix G: Measuring Economic Benefits

As with any significant public sector investment, concerned citizens and public officials will want to quantify the benefits associated with the Parrish Street heritage development initiative. Economic impact theory offers a series of techniques that can help communities measure additional economic activity associated with a given initiative. However, improperly deployed, economic impact analysis can strain credibility or understate an initiative's significance.

What is Economic Impact Analysis?

Economic impact analysis measures the extent to which a given one-time economic event or ongoing economic activity contributes to the economy of a region of interest. In this case:

- ❑ Building new facilities, such as renovating structures and developing interpretive improvements, represents a series of discrete one-time economic events;

- ❑ Spending associated with facility users (residents, visitors, employees and businesses) represents ongoing economic activity;
- ❑ The City of Durham, Durham County or the State of North Carolina represent a regional economy of interest because the spending is taking place within their borders.

Economic impact analysis is essentially an accounting framework that uses transaction data to determine how long a dollar circulates within the economy of interest before being “exported” elsewhere to purchase a good or service that is unavailable locally.

For example, if a tourist books a room in a hotel, a portion of that expenditure will be immediately spent elsewhere, perhaps to pay for advertising in a national publication. On the other hand, some of those dollars will be spent paying the salaries of local workers, who in turn will spend their wages, both within the local economy (for example, to buy groceries) and outside of the local economy (for example, to subscribe to a magazine). In turn, some of the grocery dollars are spent locally, perhaps with

farmers supplying produce or to the checkout clerks, but many are spent elsewhere.

The economic cycle continues indefinitely, but the more integrated the economy, the longer it takes before the original expenditure is lost to outside enterprises. “Multipliers” describe these cycles and enable economic activity to be expressed in terms of wages, jobs or additional business volume. Moreover, impacts are categorized as either direct (basically on-site), indirect (as a result of next generation business-to-business spending) or induced (spending by household employed by affected businesses).

Economic impact analysis is an extremely potent tool that is easily misused. The math entailed is simple, but identifying the proper inputs is extremely difficult. The technique is prone to misinterpretation and vulnerable to methodological challenges when the underlying data is suspect. And this is the crux of the challenge.

Key methodological issues to keep in mind include:

- ❑ Identifying a reasonable area of interest. The U.S. Bureau of Economic Analysis (BEA) does not determine multipliers for individual cities and towns, let alone neighborhoods like Parrish Street... only counties. Unfortunately, communities adapting county figures for their own use often misstate the benefits;
- ❑ Causality must be established for valid economic impact analysis. Ideally, the analyst must isolate spending that passes the “but for” argument: the spending would not have occurred “but for” the instigating improvement. Similarly, the analysis must distinguish between total spending and net new spending. For example, if snowmobile sales increase following the construction of a trail, how much of the spending is due to the trail itself and how much is simply due to a vibrant economy?
- ❑ One-time expenditures, such as the money spent building improvements in the first place, also generates economic benefits. Methodologically rigorous economic impact analysis distinguishes between these impacts and those from ongoing spending, such as room nights in lodging accommodations.

In the case of Parrish Street, consider that occupancy at downtown hotels may increase because business travelers enjoy lodging near the heritage sites. On the one hand, Parrish Street informed their choice. On the other hand, outside factors determined whether they made a given business trip. How much of that spending can be counted as new, versus what is

simply moving the same dollars around the regional economy? If the spenders are visitors to the region, for example, it's very difficult to understand the extent to which Parrish Street's reputation and activities might have contributed to the decision to visit or, more likely, to stay longer.

On top of these methodological dilemmas, economic impact analysis isn't always the most appropriate tool for evaluating heritage development. Reducing a vibrant downtown scene that lends Durham character to dollars obscures much of what Parrish Street has to offer.

Given the difficulty in constructing an economic impact analysis that will withstand methodological scrutiny, it may make sense to use other techniques to measure and convey the benefits stemming from a trail system. These include tracking:

- ❑ Local tax revenue trends, particularly for levies associated with hotel room nights, retail and food and beverage and property taxes;
- ❑ Property values and rents;
- ❑ Real estate vacancy rates;
- ❑ Building permit data;
- ❑ Responses to annual surveys that generate primary data that can either stand on its own or become the foundation for a more rigorous analysis.

Similarly, analysts can extrapolate from other data sources, including:

- ❑ Tourism impact statistics;
- ❑ Other studies from other places;

- ❑ Demographic and economic projections.

The goal is to treat the assessment of economic benefits in a fashion that is comprehensible to lay audiences. Developing a logical, though hypothetical, estimate of the benefits which relates to changes in the community that residents and other stakeholders have witnessed and can substantiate is often more potent than delivering a “black box” economic impact analysis.

Preliminary Economic Indicators

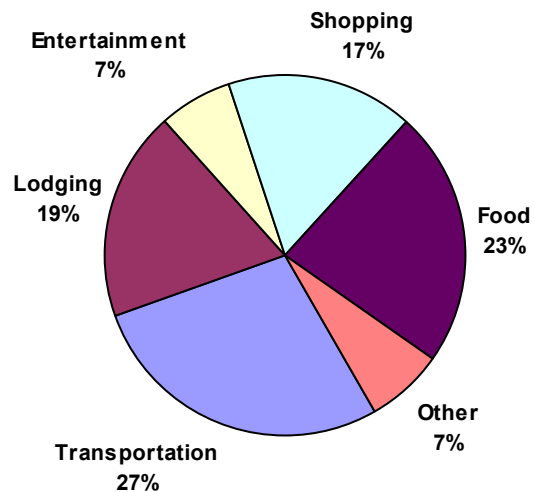
The Durham Convention & Visitors Bureau (DCVB) periodically evaluates the economic impacts associated with overnight visitors and daytrippers. Recent findings include:

- ❑ Annual visitation totaled about 5.1 million, of which 4.06 million were day-trippers;
- ❑ These visitors spent about \$444.4 million, which in turn generated \$26.6 million in local tax revenues. Of those dollars, about \$2.2 million was returned to DCVB to market Durham. The remaining \$24.4 million accrued to City and County coffers;
- ❑ The current lodging tax totals 13 percent. Sales and food and beverage taxes are both 7 percent, although groceries are taxed at 2 percent. Car rental taxes add 16 percent to the bill and an airport tax delivers an additional 7½ percent; the gas tax currently stands at 39.85 cents per gallon.

Per capita daily visitor spending varies dramatically with type of visitor:

	Daytripper	Overnighter
Convention & Meetings	\$58.44	\$256.33
Motorcoach Tours	\$86.68	\$160.02
Independent w/ Lodging	NA	\$116.55
Visiting Friends & Relatives	\$37.63	\$85.60
Campers	NA	\$78.64
Source: Durham Convention & Visitors Bureau		

Spending by category varies too, as shown below:



What this data reveals is that visitors induced to visit Durham by the Parrish Street improvements – especially those staying overnight in commercial lodging facilities – can have a significant impact on retail, restaurant and hotel revenues, in addition to generating local taxes.

The DCVB has set a capacity-driven calculation of tourism potential as a target for expanding the industry: raising total visitation from 5.1 million to 7.2 million. DCVB expects most of that increase to be attributable to pleasure visitors, slated to increase from 2.8 million to 4.0 million annually. Clearly the improvements proposed for Parrish are consistent with DCVB's goals.

Real Estate Revenue Implications

Revitalizing Parrish Street implies additional tax revenues, as the assessed value of affected structures rises with thanks to capital improvements and the ability to command increased rents. With the City of Durham property tax rate currently set at \$0.5450 per hundred dollars of assessed valuation, each \$100,000 in increased tax base delivers an additional \$545.00 to city coffers.

Appendix H: Project Credits

The consulting team of Heritage Directions LLC wishes to thank the members of the Advocacy Group for their hospitality, friendship, openness, patience and honesty in helping us prepare this report. We also thank the City's Project Management team for their assistance and insights.

The Parrish Street Advocacy Group

- ❑ Farad Ali: North Carolina Institute of Minority Economic Development
- ❑ Pete Allison: Mutual Community Savings Bank (retired)
- ❑ Reyn Bowman: Durham Convention & Visitors Bureau (DCVB)
- ❑ Kelly Bryant: North Carolina Mutual Life Insurance Company (retired)
- ❑ John Compton: Historic Preservation Society of Durham
- ❑ Martin Eakes: Self-Help Credit Union
- ❑ Pepper Fluke: Community volunteer
- ❑ John Hope Franklin: Honorary Chair
- ❑ Nathan Garrett, CPA, Esq. (retired)
- ❑ Shelly Green: DCVB
- ❑ Andrea Harris: North Carolina Institute of Minority Economic Development

- ❑ Lee Johnson: Mechanics & Farmers Bank
- ❑ Beverly Washington Jones: North Carolina Central University
- ❑ Bill Kalkhof: Downtown Durham, Inc. (DDI)
- ❑ Sherry Kinlaw: DDI
- ❑ Alex Kostelnik: ABCD
- ❑ Barbara Lau: Center for Documentary Studies
- ❑ Jim McLean: Central Carolina Bank
- ❑ Lucera Parker: M&F Bank
- ❑ Dianne Pledger: St. Joseph's Historic Foundation
- ❑ William Smith: Mutual Community Savings Bank
- ❑ Ben Speller: North Carolina Central University
- ❑ James Stewart: Anthony Allenton Real Estate
- ❑ Donna Sylver: Mutual Community Savings Bank

- ❑ Carl Webb: Webb-Patterson Communications
- ❑ Chuck Watts: North Carolina Mutual Life Insurance Company
- ❑ Eileen Watts Welch: Duke University
- ❑ Tom White: Greater Durham Chamber of Commerce

Project Management

- ❑ Alan DeLisle:
alan.delisle@durhamnc.gov
- ❑ Perry Pike:
econ.temp@durhamnc.gov
- ❑ Alice Sharpe:
alice.sharpe@durhamnc.gov
- ❑ Noni Simmons:
noni.simmons@durhamnc.gov
Office of Economic and Employment Development (OEED)
101 City Hall Plaza
Durham NC 27701
919/560-4965

Consultants

- ❑ **Farad Ali and Andrea Harris: North Carolina Institute for Minority Economic Development**
114 West Parrish Street
Durham NC 27701
919/956-8889 alif@ncimed.com

Local liaison and contacts; national liaison and contacts
- ❑ **Elaine Van S. Carmichael: Economic Stewardship, Inc.**
201 East Park Street, Suite C
Mundelein IL 60060
847/970-9030
elaine@econstew.com

Economic analyses; thematics; site utilization; interpretation

- ❑ **Ellen Cassilly: Ellen Crozat Cassilly Architect**
600 Foster Street
Durham NC 27701
919/530-1149
ellencassilly@earthlink.net

Architectural context; local liaison and contacts; perspectives; graphics
- ❑ **Mary Frye: Heritage Planning & Project Management**
2005 East Fawn
Phoenix AZ 85042
602/276-8507 mfrye23@cox.net

History; the “stories;” preparation for national designation; interpretation
- ❑ **Tom Gallaher: Heritage Directions LLC**
30 Norwood Avenue
Asheville NC 28804
828/250-9899
tomg@heritagedirections.com

Project leadership; urban planning; interpretation
- ❑ **Gerald Green: E. Gerald Green & Associates**
150 Cumberland Avenue
Asheville NC 28801
828/216-6819
egeraldgreen@earthlink.net

State and municipal public sector liaison; funding; enabling legislation

- ❑ **David Hill: The Verdi Group LLC**
9 Pack Square SW, Suite 302
Asheville NC 28801
828/255-7777
david@verdigroup.org

Architectural context and thematics
- ❑ **Michael Moule: Livable Streets Inc.**
1426 Harbour Walk Road
Tampa FL 33602
813/289-5200
moule@livablestreetsinc.com

Traffic and transit; parking; pedestrian environment.



To get involved and for further information, contact:

Office of Economic and Employment Development (OEED)
101 City Hall Plaza
Durham NC 27701
919/560-4965
